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ABSTRACT

This report presents the recommendations of the President's Advisory Committee for Women, a blueprint for action to complete the unfinished business of bringing equality and fair treatment to the women of the United States. The report is divided into six chapters. Chapter I describes the Committee's mandate, its tasks, and the process that led ultimately to this report. Chapter II presents an overview of the legislative history of the Equal Rights Amendment (ERA), sets forth reasons why the ERA is needed, describes recent Federal initiatives, and lists recommendations. Chapters III through IV cover the most critical issues in each of the broad areas of the Committee's agenda: Education, Health, Human Services, and Work and Income Security. Each of these chapters contains an overview of the major issues in the field and a report of what was said about them at the hearings. Issues selected for inclusion were those most frequently raised at the hearings. At the end of the discussion on each issue, the Committee's primary recommendation appears. Additional recommendations are included at the end of several chapters. Also included in each section is a selection of federal initiatives that have been taken to address the problem. Appendices include the executive order establishing the President's Advisory Committee for Women, a list of Committee Members, a compendium of government initiatives responding to the Planks Project, and a public Agenda Foundation study. (Author/RM)

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VOICES FOR WOMEN

1980 Report of the President's Advisory Committee for Women

The President's Advisory Committee for Women

200 Constitution Avenue, N.W., Washington, D.C. 20210
Room S-5520 (202) 523-6707 December 1980

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The President
The White House
Washington, D. C. 20500

Dear Mr. President:

We feel an excitement as we bring you this document. It sets before you the recommendations of the President's Advisory Committee for Women—a blueprint for action to complete the unfinished business of bringing equality and fair treatment to the women of our country.

With this report, our Committee joins a longstanding and important tradition. Beginning in 1961 under the leadership of Eleanor Roosevelt, nine Presidential Commissions have assessed the progress of American women toward full equality. Today we carry that tradition forward into the 1980's, mindful of the enormity of our task.

The message that we bring, Mr. President, is not entirely new. We have built on the agendas and recommendations that have gone before us to address those things yet undone.

Many of the most basic struggles that consumed the energies, the hearts, and even the lives of our foremothers have been won. For more than a century we fought for the right to vote, and finally gained it 60 years ago. Yet, we have still not gained our rightful place in the Constitution of this land. Women have been denied the most basic of all rights—the right to be recognized as full and equal citizens of the United States. The Equal Rights Amendment must become a part of the Constitution of the United States. This issue has been the overriding priority of our Committee, and one in which we have had your full cooperation.

On each page of this report we can point to progress and to change. We have a solid legal foundation with which to fight discrimination in employment. We are learning new skills and entering fields of work unheard of by earlier generations of women. We enjoy greater personal and social freedom than women ever have before. We now serve in your Cabinet, in the Congress, and as judges throughout the land. We are building and using political power in our communities and around the world. Never have the women of this Nation had so much to contribute to their country nor have the chances ever been better for them to do so. Yet fundamental injustices continue to exist, and the laws of the land remain in conflict with the realities of women's lives. Inequities in wages, in social security, in access to education and health programs, and to economic and political power all keep women in the position of second class citizens.

We work in factories, in banks, in mines, in universities and at home. We can be found in every occupation and in every profession. Yet, on the average, we earn only 59¢ for every dollar earned by men. We are wives, we are mothers, we are sisters, and we are daughters. And we, like our husbands, our fathers, our brothers, and our sons, are first and foremost individuals, each with her own unique and personal hopes, aspirations, and dreams. Yet when we lose our relationships to men—whether through death, divorce, or through personal choice—often we lose also our financial security and our legal rights. A new definition is required to reconcile these contradictions, a new perspective in which each woman is viewed as an individual.

Above all, the President's Advisory Committee for Women recommends that the laws of the United States be amended so that each woman is recognized to be an individual, with the full and equal rights and responsibilities of a citizen of the United States.

So that we could bring you the fresh views and deeply felt needs of women themselves, over the past 18 months our Committee has traveled across this nation, holding hearings and asking women to tell their own story. It is a story of struggle and limited success, but always one of spirit and of hope. We listened as woman after woman recounted her personal experience with continuing discrimination and injustice. In Denver we heard an Indian woman speak of the critical need for educational programs that respect the rich heritage of Indian tradition. In Tampa a young Black woman spoke of the pain and helplessness felt by a victim of domestic violence. And in Raleigh a young mother raising her daughter alone told of her efforts to make ends meet when child care took nearly half of her meager $6,800 annual earnings.

Mr. President, we have listened to the frustrations and the struggles this nation's women continue to endure in 1980, and through their words we bring you those initiatives needed to help promote full equality for women. We feel confident you will also listen for you have been a strong ally in our struggle. Never has your door been closed to us or your telephone unanswered. Having lived in that historic house where you now reside, I know what this means in energy expended and time devoted to keep an issue in the forefront of a crowded White House agenda.

As the end of our term approaches, we thank you for your past support and urge you to include these initiatives among those important priorities that you transmit to the next Administration with your recommendation for positive and early action.

Sincerely yours,

Lynda Johnson Robb

Lynda Johnson Robb
Chair

ACKNOWLEDGMENTS

The extent to which the women's movement has moved into the mainstream of life in the United States has been reflected in the broad base of support and active assistance generously given to the Committee in its work. We welcome this opportunity to thank all those who have helped us in fulfilling our mandate, and to mention specifically a few who have made most valuable contributions.

First, our appreciation to the Department of Labor and its Secretary, Ray Marshall, for giving us a home complete with support services and the necessary aid and advice to allow us to operate. Our thanks go especially to the Women's Bureau and to its Director, Alexis Herman, as well as to all her able staff, particularly her assistant, Paula Greenfield. Also, our thanks to Ella Green, Women's Bureau Information Officer, for her editing assistance.

Our work would have been impossible without the added support of the many government departments and agencies that made detailed personnel available and funds for staff, travel, and publications.

For guidance and wise advice, we depended on Sarah Weddington, Assistant to the President, and former Deputy Assistant Linda Tarr-Whelan.

For expert research assistance, we are indebted to the Interdepartmental Task Force on Women under the direction of Linda Howard.

For their partnership with us in the fight for ERA, we thank ERAmerica and its Director Suone Cotner, and Mariwyn Heath, of the Business and Professional Women.

To all of those people throughout the regions where our hearings were held go our thanks for their spontaneous and generous response Without their support, the hearings would not have been successful or, indeed, even possible.

Finally, to our staff. Over the twenty months of our existence, there has been a revolving team around a steady nucleus. To that core group, we are grateful for their strong stewardship.

Warlene D. Gary, Acting Executive Director
Libby A. Cater, Special Assistant to the Chair
Roberta Weiner, Public Information Officer
Faith F. Lee Breen, Economic Consultant
Ann M. Hatsis, Administrative Support
Fayetta deMontigny, Program Associate
Patricia A. Martino, Secretarial Support
Eileen S. Enosaki, M.D., Health Consultant
Carol R. Becker, Human Services Consultant
N. Joyce Payne, Education Consultant

And to all the others who have served on the staff over the life of the Committee, our thanks:

Ellen Berlow
Elvira Crocker
Dorothe Dow
Cathy Garcia
Susan G. Goldberg
Lynn Gordon
Shirley A. James
Lora Liss
Patricia McCormick
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Cheryl Snedeker
Terri Tamase

PREFACE

Voices for Women is the product of 18 months of work and information gathering on the part of the President's Advisory Committee for Women and its staff. Most important, it is the product of direct communication with women of the United States.

Unlike most government reports, the authorities whose expertise and knowledge form the foundation of the recommendations are not scholars or bureaucrats or analysts. They are U.S. women themselves—from all across the land, from all walks of life. It is only because so many women were so willing to share their concerns, their personal experiences, their lives with the Committee that this report is possible. *Voices for Women* is dedicated to those women, with the fervent hope that action on its recommendations will improve their lives.

The report is divided into six chapters, four of which cover the most critical issues in each of the broad areas of the Committee's agenda: Health, Human Services, Work and Income Security, and Education. Each of these chapters contains an overview of the major issues in the field, and a report of what was said about them at our hearings. Issues selected for inclusion were those most frequently raised at the hearings. At the end of the discussion on each issue, the Committee's primary recommendation appears. Additional recommendations are included at the end of several chapters. Also included in each section is a selection of Federal initiatives that have been taken to address the problems.

The opening chapter of the report describes the Committee's mandate, its tasks, and the process that led ultimately to this report. Chapter II —The Equal Rights Amendment—is of the highest priority. It presents an overview of the legislative history, sets forth reasons why the ERA is needed, describes recent Federal initiatives, and, as in the other chapters, lists PACFW recommendations.

The information in the report is not exhaustive, the recommendations do not cover every issue. This report starts from what the Committee learned firsthand from testimony. And its recommendations are a direct response to the concerns articulated by the women we heard speaking. Those recommendations were often, but not always, unanimous, and represent a strong consensus of the Committee members' views.

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Chapter I

INTRODUCTION

Voices for Women is the report of the ninth body appointed by a President to study the status of women in the United States. The first Commission was appointed by President John F. Kennedy in 1961, with Eleanor Roosevelt as its illustrious head. That Commission issued its landmark recommendations in 1963, and since that time every Commission has developed a continuing agenda for action.

The recommendations made by former Commissions have a thread of constancy running through them, a thread that was drawn by the recommendations of that first Commission. As we look back over the list and see the number of things still undone, it becomes apparent that the needs of women have not yet been met by our society. For example, a major recommendation of that first Commission was the creation of more jobs. It was clear even 20 years ago that an expanded job market would mean economic progress for women, and that the economic issues were the most critical ones that women faced. In 1980, one of the most pressing problems that women still face is the quest for economic justice and power.

To say, however, that there has been no progress at all would belittle the struggle of generations of valiant women and men who have helped

women achieve what this Committee feels is a greatly enhanced place in the fabric of U.S. life.

Some examples:

- In 1963, the Commission recommended that

> Equal opportunity for women in hiring, training and promotion should be the governing principle in private employment. An Executive Order should state this principle and advance its applications.

In 1980, Title VII of the Civil Rights Act, as amended by the Equal Employment Opportunity Act of 1972, has made this early recommendation a part of the law. This Committee is now making recommendations on how to better enforce these laws.

- The first Commission's report called on the President to authorize the Attorney General to aid women and parents of minor girls in lawsuits seeking equal access to public education. Title IX of the Education Amendments of 1972, which amended Title IV of the Civil Rights Act of 1964, now mandates that boys and girls be given equal access to educational programs. This Committee has moved the issue forward by recommending better ways of implementing those provisions.

This report must focus on unmet needs. For every area where we can point to progress, there are others where there has been none. For every positive change we perceive in the lives of today's U.S. women, there is another that must still be made. And although there are new areas in which this Committee will make recommendations, there are far too many that still echo the needs that earlier Commissions articulated.

There is, however, a difference of enormous importance to which we can point. The Committee feels that there is a real and substantial change in the climate in which this report is being presented. There is a positive difference in the public's perception of the role of women in our society, and there is a new —and very exciting—way in which women are able to perceive themselves.

Since the early 1970's there has been an increasing awareness among the public of the liabilities under which women operate. While the existence of racism has long been part of the consciousness of our country, the public is now also aware that there are two standards in the country, one for men and one for women, and that there are generally more advantages to being a man than a woman.

At the same time, however, the public appears to be increasingly sensitive to what has happened to women and the progress they have made. On the political front, for example, there are few politicians who, no matter what their views on critical issues like ERA or freedom of choice, will not agree that women should have equal pay for equal work.

It is clear to the Committee from its travels throughout the country that despite the rising voices of conservatism, public opinion shows that there is a strong feeling that the changes in women's lives are positive and must be built upon.

It became equally apparent to the Committee that women are thinking about themselves differently. In the past few years, there has been a clear shift from a point where many women felt that the goals of the women's movement were not relevant to their lives, to a point now where they are not only willing but proud to define themselves as women, and they understand that the discrimination they face is based, in many instances, solely on their sex. The Committee discovered this to be true of rural women in North Carolina, and former military dependents in Colorado. We heard it from an American Indian nutritionist in Raleigh and a college dean in Tampa, women who came to us and said "This is happening to me because I am a woman."

The Committee believes—and formally recommends—that the laws of the United States should be amended so that each woman is recognized to be an individual, with the full rights and responsibilities of a citizen of the United States.

It is clear that our view of the "women's movement" must be revised. For although women in organizations still play a vital role in articulating the needs of women, and in fighting for their goals, there is another growing

movement of women in the United States, an enormous network of *individuals*—homemakers and scholars, farm women and migrant workers, battered women and working mothers—who are joined in a common quest for equality.

Ironically, this increase in awareness, and the changes it is bringing, comes at a time when we are being forced to rethink our view of our society. Women are trapped in a vicious cycle: they are living in a time when their own horizons are expanding and their expectations rising, while, at the same time, our country's economic resources are diminishing.

It is difficult to reconcile a "wish list" of needed new or expanded government programs with the reality of budgetary belt-tightening at every level of government. It is hard, at a time when there is an explosion of women entering the job market because they must work, to accept the fact that the job market is shrinking. And yet we must face reality.

The Committee in its deliberations has sought creative solutions to the pressing problems of women. We have looked for ways to develop partnerships with the private sector, and methods of encouraging self-help programs. Most important, because of the critical need for urgent action on many of these issues, we have attempted to articulate, along with what ought to be done, what can—and must—be done immediately.

It is clear that women must continue to demand that all policymakers be responsive to their goals. But we must also increase the numbers of women in positions to make decisions affecting our lives. And we must be concerned not only about the numbers, but their goals as well. The number and quality, for example, of women appointed to top positions by President Carter has made a great difference in the Government's sensitivity to women. And we have seen over and over again that it is women elected officials who have led the fight for the landmark programs and laws that are now benefiting women. The number of women holding elective and appointive office must be greatly increased if we are to see the accelerated progress for women this report asks.

In 1977, the Declaration of American Women of the National Women's Conference declared "We are here to move history forward." The Committee hopes that this report can make a contribution to that movement. Our goals will not be reached as a result of any one group speaking out or one set of legislators acting, or even one President making women's goals a priority. But with all people united by a single goal—equity for our Nation's women—we will succeed.

The Mandate

The President's Advisory Committee for Women (PACFW) was created by Executive Order No. 12135, issued by President Jimmy Carter on May 9, 1979. The major mandates of the Executive Order are:

- to advise the President and his administration of steps that must be taken to assure full equality for American women
- to seek implementation of the National Plan of Action developed at the National Women's Conference in 1977
- to assist in developing ways in which the United States can effectively participate in the United Nations Decade for Women
- to disseminate information to interested persons on the status of women in the United States
- to serve as a two-way liaison between U.S. women and the administration.

The full text of the Executive Order is in Appendix A of this report.

The Committee

The Committee is comprised of 30 women and men, representing a broad cross section of U.S. life. Its members come from every racial and ethnic group, every region of the country, every economic background. Most important, they have brought to their work a wealth of experience and expertise in the areas of the Committee's concern. They are businesswomen and students, labor activists and academicians, homemakers and elected officials. And their diversity has been their strength, for they have brought their backgrounds and the unique needs of their varied constituencies to the Committee's deliberations. They have differed on approaches to issues; they have not always agreed on the most effective means to implement their recommendations. But, above all, they have remained constant and unified throughout in their deep commitment to finding the most effective solutions for the problems women face.

The Committee's Program

At its first meeting after the appointment of Lynda Johnson Robb as Chair, the PACFW members discussed the specific implementation of its Presidential mandate, and how it could best build on the foundation laid by the former National Advisory Committee for Women, led by Bella S. Abzug and Carmen Delgado Votaw, and subsequently by Acting Chair Marjorie Bell Chambers. The new Executive Order was broad in scope and it was necessary to define how it could be fulfilled. The primary determination was that the Nation's women had spoken at the National Women's Conference, and the 26 planks of the Plan of Action that articulated their needs and aspirations should provide the foundation for PACFW positions and the areas in which it should pursue its work. Those issues range from child care to pensions, from educational equity to apprenticeship programs, from occupational safety to opportunities for the disabled, and from health care to sports equity. It was decided that the best way to assure that each issue received adequate attention would be to form subcommittees, each devoted to a broad area of issues. Four working groups were formed under the umbrellas of Education, Health, Human Services, and Work and Income Security.

There are several places where these areas overlap—child care and career counseling are two examples. There are, as well, areas which could not fit into any of those categories because they encompass all of them. Two of those are of such overriding importance that the Committee voted to make those issues its foremost priorities:

- **Ratification of the Equal Rights Amendment.** The last great piece of human rights legislation this Nation has left undone, the ERA is critical to the full participation of women in our country's life.
- **The unique problems of minority women.** As one Black leader has eloquently stated, "The minority woman has a ball and chain on each leg. Even when you remove one, the other keeps her from moving forward." Too often the double burden that the minority woman bears is overlooked in developing initiatives for all women.

The next step was to develop the kind of information gathering and sharing process that would enable the PACFW to clearly define and articulate the most critical problems still needing solution.

There is now a large body of information available: descriptions of programs, statistical studies, philosophical treatises, hearing reports, legislative histories, research data, analyses of regulations, etc. In short, much of the research and background material that was needed to support the Committee's work was already available. Two pieces, however, seemed to be missing. And those missing pieces gave rise to two of the major thrusts of the PACFW's work: the Planks Project and the series of hearings that provide the basis of this report.

The first missing element was that no one within the Federal Government had ever systematically catalogued what is being done specifically for women within Government agencies to improve the status of women working there.

Secondly, moving from the "macro" picture of the massive structure of the Federal Government to the "micro" view of the individual citizen, there had been little attempt to reach out directly to women and say "Tell us how you feel about

your lives." Because of this, the PACFW felt there was little way of determining whether programs being designed in Washington were filling the needs they were meant to fill, whether they were reaching their targeted constituencies, whether there were other programs that were needed.

The PACFW determined that by making this connection between the Government and the woman consumer of Government programs, and by serving as a place where this information could come together, it could pinpoint more accurately what steps are needed to assure full equality for women.

The Planks Project

. . . assign the planks of the National Plan of Action to the appropriate Cabinet Secretaries and agency heads . . . in order to facilitate the full implementation of the Plan of Action. ***PACFW motion***

The genesis of the Planks Project was in the work of the first Interdepartmental Task Force for International Women's Year (1975). A United States-sponsored resolution at the International Women's Year Conference in Mexico City called for the United Nations to assess the programs of all its agencies for their impact on women. Why not, the Task Force concluded, do the same for our own Government programs? Using the Plan of Action developed at Mexico City as a guide, each Government agency was asked to examine its programs in terms of their actual and potential impact on women.

The response was excellent. The Department of the Interior, for example, stated: "One of the beneficial results . . . was a stride toward modification of attitudes and policies that reinforced stereotypes about women." The Department of Housing and Urban Development said: ". . . it is to be hoped that (this inquiry's) own impact will serve to institutionalize within the Federal Government a systematic approach to identifying and responding to the needs of particular participant groups."

The information appeared in "To Form A More Perfect Union . . . ", the report of the Task Force, and was used in the development of the positions presented at the National Women's Conference. But, unfortunately, no on-going system was developed at that time.

Aware of the value such a system could have, the PACFW passed a motion to collect all the available data on programs affecting women from every agency. Letters were sent to every Cabinet Secretary and agency head containing the list of planks in the National Plan of Action and requesting a review of all those programs that are relevant to those planks.

Answers were received from all 13 Cabinet-level departments and 20 agencies. There was a great deal of variation in the depth of those responses, and meetings were subsequently held with representatives of those agencies to collect additional data. Another useful resource for this project were the detailed papers prepared for the United Nations World Conference on Women, held in Copenhagen, Denmark, in July 1980.

The Planks Project is a major step toward a systematic assessment of Federal progress in meeting the needs of women. With assistance of the White House, through its fledgling Federal Initiatives Tracking System, the project is on its way to becoming a permanent part of the information available for use throughout Government, as well as for the interested public.

The selected Federal initiatives that appear throughout this report provide an example of how the project can be utilized; and Appendix C contains additional programs catalogued in the Federal Initiatives Tracking System—The Planks Project.

The Hearings

It is imperative, if we are to have an accurate assessment of women's needs to present to the President, that we seek out people at the grassroots level across the country who can tell us firsthand how existing programs are functioning and what initiatives are still needed to assure equality for women.

Lynda Johnson Robb
Raleigh, North Carolina
September 1979

The PACFW decided to hold hearings outside of Washington for several reasons. First, as stated earlier, there is a wealth of printed material describing and defining the issues, but it was felt that no study or report could replace the frank opinions and ideas of individual women. However, it was also felt that the hearings would give greater visibility to issues that needed attention in the communities where they were held.

Although the major issues discussed in this report ran through all the hearings as a consistent thread, in each place the PACFW went, people brought different perspectives and unique insights to their testimony. When the hearings were organized there was no way of knowing how productive they would prove to be, or what an inspiring and energizing force the Committee would find them.

Three cities were chosen for the hearings—Raleigh, North Carolina, a small traditional Southern City; Tampa, Florida, a growing city with an expanding population; and Denver, Colorado, an established middle sized city in a State with a reputation for progressive leadership on women's issues.

The hearings were designed to include testimony in the four broad areas the PACFW had singled out for attention—Education, Health, Human Services, and Work and Income Security. In each city, the Committee worked closely with leaders of women's organizations, State and local commissions on the status of women, and other groups and individuals with the capacity to identify those women the PACFW was seeking.

For each hearing, a minimum of 500 letters were mailed, inviting people to testify. The response was gratifying. More than 200 women and men came to share their information—and their feelings—with the PACFW. And over a thousand more came to listen, traveling from all parts of the States where the hearings were held. In every city major publicity efforts were undertaken, not only to attract attendance for the hearings but also to increase public awareness of the issues under discussion.

The PACFW heard from child care consumers and teachers, from truck drivers and homemakers. In Tampa, a young Black woman described the pain and helplessness she felt as a victim of domestic violence. In Raleigh, another woman explained how her time in a shelter for battered women had given her new confidence and hope. Women of all ages, all races and ethnic groups, and at all rungs of the economic ladder shared their problems and, most gratifying, their successes.

Included in the Committee's trips were field visits to successful programs including child care centers, job-training projects, and battered women's shelters. Informal meetings with women leaders and elected and appointed officials were another valuable adjunct to the hearings.

The PACFW was deeply impressed by what it learned, and was so moved by the courage and eloquence of the people who spoke before it that a decision was made to base this report on their words. The significance of what they are saying about their lives is clear. And the fact that they are saying it is a sure sign of progress. Women are speaking, and they deserve to be heard.

Minority Women

Neither the women's movement nor the civil rights movement has motivated dramatic change for minority women. Unless some concerted effort is made to alter the stereotypic pigeonholing of minority women, the strides of women's liberation and civil rights for white women and minority men, respectively, will naught but underscore the double burden of the minority female. We begrudge neither our white sisters nor our minority brothers those gains they have or will attain, we merely proclaim to all our disenchantment at being bypassed when our burdens are so great and our resources so limited.

Brenda Wagner
North Carolina Black Women's Political Caucus

Although society is increasingly more aware of the "double jeopardy" that minority women often experience, there remains a gap in the knowledge of the special needs minority women have beyond the universal problems that all women share. United with all women in the quest for justice, minority women are separated by racial and cultural differences that create special and unique problems that are often overlooked in the creation of new laws and the design of programs. Stereotypes still prevail that often keep minority women from having access to the assistance they need.

Because of this the PACFW determined that the eradication of racism must be a priority consideration in addressing women's concerns. The Committee determined that one of the valuable contributions it could make would be to explore those differences and attempt to articulate those unique and special problems that minority women face.

To that end, a special effort was made to reach out to minority women in the PACFW's hearings. More than 40 percent of those who came to testify were Black, Hispanic, American Indian, and Asian/Pacific. In Denver, for example, the PACFW organized what it believes is the first public hearing ever held solely devoted to problems of Indian women. Another first was a hearing the PACFW held in Washington in conjunction with the first national Pan-Asian Women's Conference. Beyond an articulation of the common problems that all women face, what emerged from the hearings is a message that all minority women have problems that majority women do not, and that each minority group has problems that are unique from all others. These are but a few examples:

The PACFW heard from Black women that there is a misconception about the progress they are making. Racism still plays a critical role in denying Black women access to mobility. More important, although other minority women perceive the visibility of Black women professionals as a sign of success, in reality it does not mean that all Black women are moving forward. Black women are still disproportionately represented in low-skilled, low-wage occupations.

The Committee learned that Hispanic women face triple discrimination. Not only are ethnicity and sex barriers to progress, but for many Hispanic women the language barrier —the limitations of their English skills— stands in their way. Migrant Hispanic women find that they cannot improve the quality of

their families' lives. Because of their unique lifestyles, these families, who continue to make substantial contributions to the agricultural and economic stability of this Nation, are often without adequate health care, occupational training programs, and education opportunities.

Indian women, in 1980, have been the victims of the "paternalism" of the United States Government. To cite but one example of the discrimination they face, it is possible for Indian women to find employment with the Bureau of Indian Affairs and the Indian Health Service, but they tend to enter at the lowest grade levels and remain there. The problems of being an Indian woman in a white society were expressed most eloquently by Dr. Shirley Hill Witt (Akwasasne Mohawk):

"There is no native person in North America who is untouched by the Anglo world, the White Man's world, the American way. Nor are any of us immune to its infectiousness.

Yet few self-identifying American Indians live exclusively in the non-Indian world. To be 'Indian' carries for many a sense of homeland (reservation, tribe, community) and duty to one's people, no matter where one currently resides . . . or whether one ever returns . . . or whether those duties are ever discharged. Thus native peoples are aware of and practice to varying degrees two, and often widely contrasting, life styles. To move between two worlds can be a feast of appreciation for human ingenuity, or it can be the bitterest trap."

A major problem within the Asian/Pacific community, the PACFW learned, is that the Asian/Pacific woman is perceived as being part of the mainstream and, therefore, government funding rarely focuses on this group. In fact, there has never been a comprehensive census of the Asian/Pacific population of this country. Thus, there is no accurate way to assess what Government policies and programs are needed to address the concerns of Asian/Pacific women.

The problems vary from community to community. But there is a critical and urgent need to address them. The PACFW's recommendations for these targeted populations are included throughout the report. They deserve particular attention.

The United Nations World Conference on Women

Discrimination against women is incompatible with human dignity and the welfare of society and constitutes an obstacle to the full realization of the potentialities of women. We affirm that women and men should participate and contribute on a basis of equality in the social, economic and political processes of development.

United Nations Convention on the Elimination of Discrimination Against Women

As part of its mandate to assist in the implementation of the United Nations Decade for Women, the Committee worked closely with the White House and the Department of State in the preparations for the World Conference on Women that was held in Copenhagen, Denmark, in July 1980.

Immediately after the appointment of Vivien Derryck as Director of the United States Secretariat for the Conference, the Committee facilitated a meeting of key women from various Government agencies to discuss plans for U.S. participation and the role that each of their agencies could play in preparing for Copenhagen.

Throughout the year, members and staff of the Committee participated in a series of regional consultations held around the country and in Washington, so that women could have input into the positions our country would take in Copenhagen. Five members of the PACFW were members of the official delegation to the Conference: Honorary Chair Judy Carter, Chair Lynda Johnson Robb, Vice Chair Marjorie Bell Chambers, and members Odessa Komer and Esther Landa.

One of the most important outreach projects in conjunction with the Conference grew out of efforts of the Secretariat and women in the media to tell the story of the Conference to women across the United States. To further public awareness of the United Nations Decade for Women, the Committee worked to increase national media coverage of the Conference and involve women around the country in the process.

The PACFW staff supported the United States Secretariat at the Department of State, the Women's Institute for Freedom of the Press, and the Continuing Committee of the National Women's Conference to help make possible two satellite "teleconferences" that linked groups of

women in the United States with participants at the Conference and the Forum of nongovernmental organizations. While activities were taking place at the Conference, women in television studios in this country were able to discuss those events with women who were there. Tapes of those teleconferences are now available for use by individuals and organizations and in classrooms.

The Committee deplores the fact that the productive and valuable work that was done to promote progress for women around the world was obscured by those who used the Conference for other ends. Although the United States could not sign the final document of the Conference because of language it contains that is antithetical to our national beliefs and policies, it is clear that the Programme of Action for the next 5 years contains goals that we can fully subscribe to. Many of the recommendations parallel those in this report, and the Committee strongly urges the Federal Government to work toward the implementation of those goals and to continue to support U.S. women's participation in international programs of this nature.

At the Conference the United States was one of the 75 countries that became signatories to the International Convention on the Elimination of Discrimination Against Women. That treaty now must be ratified by the United States Senate, and the Committee strongly urges the President to push for ratification at the earliest possible moment. It will be a clear signal to the nations of the world that our country is committed to insuring the human rights of all its citizens.

The Public Agenda Foundation Study

Today's American Woman: How the Public Sees Her

In 1975, to assess "where women are heading," the International Women's Year (IWY) Commission asked Market Opinion Research to design and conduct a study on American women. What did American women want and how satisfied were they with their lives? These questions and others bearing a significance on public policy were asked of American women themselves. Trends that emerged from that report[1] were summarized in its conclusion:

"Today's young adult women are very unlike their grandmothers, although the break with their mothers is not as sharp. The trend is apparent—toward a lifestyle in which women will play a larger role in the ranks of the employed and a more equal role in the division of responsibilities within the family. The move is toward a lifestyle in which women will share with men the provision of financial and emotional support of children and their physical care, and a lifestyle in which who supports the family or pays alimony or obtains child custody if the family breaks up will depend upon who is best able to do so. The trend is also towards a lifestyle that provides more options for the woman who never marries.

"Before such lifestyles are possible, however, women will need to overcome some handicaps. Their in-and-out-and-back-in pattern in the labor force serves to hold their wages and salaries down. They are not making major inroads into administration, management, or the skilled trades. However, today's young women have prepared themselves with far more education than their grandmothers had, and this will be one route to better jobs and pay.

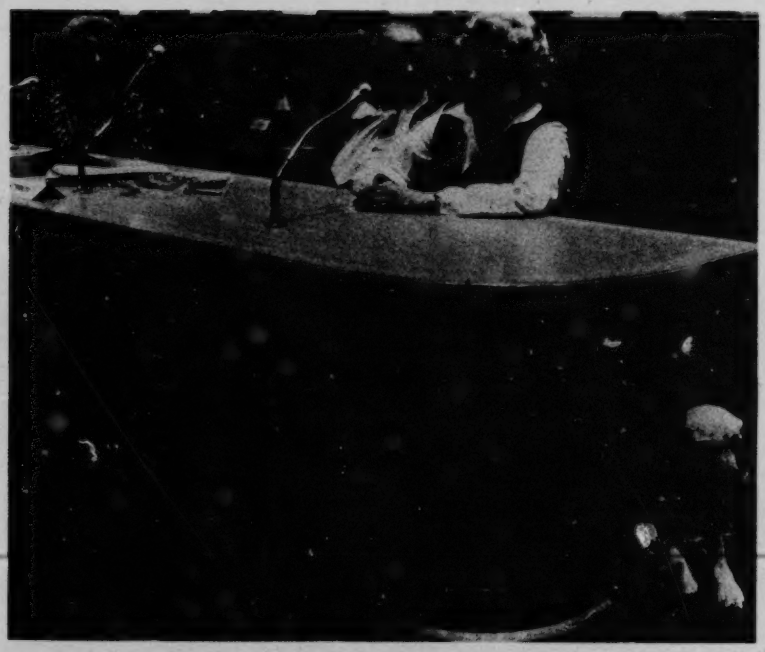
"The same types of differences exist in education, income, and marital status between Black women and white women as exist in the total population, but the gaps in income,

[1] A full report on the IWY poll can be found in "... To Form a More Perfect Union," Report of the National Commission on the Observance of International Women's Year, p. 102-109. 1976.

education and occupation are not as great among women as among all adults. Attitudinally, minority women are as ready for change—or more so—than their white counterparts.

"Women are changing. The attitudinal evidence is here. The behavioral evidence should follow in the years after International Women's Year 1975."

The President's Advisory Committee for Women felt that at this point in the U.N. Decade for Women it would be useful to look again at the progress of women and how it is seen through the eyes of the public. (When time and funds allow, a proper longitudinal study should be designed to monitor public attitudes toward our changing society and the roles of women and men within it.) With the advice of Daniel Yankelovich and his willingness to contribute his guidance *pro bono* through the Public Agenda Foundation,[2] it was decided that the most useful approach would be to pull together polls and academic studies carried out over the past decade and to compile a survey of the trends—as seen through the eyes of the American public and not women alone. A vice president of Yankelovich, Skelly and White, Deborah Durfee Baron, was hired to work on the project and her talents are made clear by the report. Its results confirm dramatically the trends spotted by the IWY poll in 1975.



Here in excerpts are some of the findings:[3]

"The general feeling of the American public today about the status of women can be described as, at one and the same time, realistic about the problems facing women and optimistic about the progress made thus far and about the future."

"Since the middle 1970's, there has been a growing awareness among the public of the liabilities that women operate under. The public feels that there are two standards in the country, one for men and one for women, and that increasingly there are generally more advantages to being a man than a woman . . ."

"But at the same time that the public appears to realize the problems facing American women, they also feel positive about what has happened to women and the progress that they have made. A majority now feel that women are looked on with more respect than they were 10 years ago—compared to a much smaller number who felt that way at the beginning of the 1970's. And most feel that these changes have not taken a toll on women's femininity: most feel that, rather than women having become less feminine because of their new independent lifestyles, the definition of femininity has simply changed."

"How have women felt about their overall situation during the last decade? They, too, are optimistic. They have not felt strongly that they would have gotten a lot further in the world if they had been a man or that being a woman has really prevented them from doing some of the things that they had hoped to do with their lives. Rather, their feeling has been

[2] The Public Agenda Foundation was founded in 1976 by Daniel Yankelovich and Cyrus Vance to try to heighten the sensitivity of policymakers to public attitudes on critical issues.

[3] The full report is available from the Women's Bureau, Department of Labor.

more one of appreciating the advantages that women today enjoy that earlier generations did not have."

"Looking ahead to the future, the public sees some definite advantages that the next generation of women will enjoy over the women of today. Better jobs, better paying jobs, the freedom to choose their own life-styles, and better education top the list. The main prices that they see women paying for these advantages are strains on family life and the stress of carrying more responsibility. They also foresee some problems with redefining relationships with men."

"But the overall mood of the public about where women are and where they are going is one of support and optimism . . . Most of the public (73 percent) feel that women's roles will continue to change, and most—although fewer—(58 percent) think that they should continue to change."

A detailed discussion of the study appears in Appendix D.

Ongoing Activities

The Committee shall advise the President on a regular basis of initiatives needed to promote full equality for American women.
Executive Order 12135

Throughout its existence, the PACFW has carried out its objectives in a variety of ways, in order to bring to the attention of the President and his administration the critical issues that women face. At its meetings throughout the year, resolutions were passed to inform the White House and Government agencies of immediate initiatives that should be undertaken to improve the status of women. Letters were written, meetings were held, and many of those initiatives bore fruit. The Committee's involvement in the President's budget procedures provides an example of how that process worked.

This year, for the first time, women's organizations were part of the consultations held by the Office of Management and Budget prior to the formulation of President Carter's fiscal year 1981 budget. The Committee was included in these consultations, and urged the President to request increased funding for several programs with direct impact on women.

Several months later, the Committee was once again consulted when the President announced that modifications would have to be made in his budget requests. The Committee again urged that no cuts be made in any of the programs listed in a document "Women in the FY 1981 Budget," issued at the time of the budget request. The programs included in the document ranged from those of the Office on Domestic Violence and on Women's Educational Equity—programs that specifically affect women—to programs for the elderly, housing, and health care. Although the Committee was not as successful as it had hoped, it did play a role in maintaining funding levels in several areas.

On several occasions the Committee was invited to testify at hearings on issues affecting women, both before Congressional committees and Federal agency panels. Some of the topics that were addressed included social security reform, job segregation and wage discrimination, and the marriage penalty tax.

Throughout the year, PACFW members spoke before groups interested in the work of the Committee and the issues confronting women. Every part of the country was reached, and the groups addressed were as diverse as college students, businessmen, minority leaders, child care advocates, and legislators. That outreach, on a direct basis, was important, for it was another forum in which the Committee was able to hear our country's people speak.

Chapter II

THE EQUAL RIGHTS AMENDMENT

"Equality of rights under the law shall not be denied or abridged by the United States or any State on account of sex."

Proposed 27th Amendment to the Constitution of the United States

"No words have been so misunderstood since 'one size fits all'."

Committee member Erma Bombeck

OVERVIEW

The most important piece of unfinished business on the long agenda of women's rights is ratification of the Equal Rights Amendment. For that reason, the Committee, at its first meeting, voted to make ERA its foremost priority.

In 1975 the Interdepartmental Task Force for International Women's Year in its report "To Form A More Perfect Union . . ." provided an excellent overview of the history of ERA:

The ERA was the natural outgrowth of the struggle for the women's suffrage amendment adopted in 1920. The 72 years it took to secure the basic right of suffrage, much of which was spent trying to get voting rights State by State, demonstrated the impossibility of gaining equal legal rights for women step-by-step. It was evident that an overall amendment insuring women equality of rights under the law throughout the land was necessary. So, in 1923, Alice Paul of the National Women's Party wrote the Equal Rights Amendment. The ERA was subsequently introduced in Congress by a Senator and a Representative from Kansas, both Republicans.

. . . In response to greatly intensified pressure by women's organizations, led by Congresswoman Martha Griffiths, the Congress finally voted for the ERA—the House of Representatives 354-23 on October 12, 1971, and the Senate 84-4 on March 22, 1972. The passage was preceded by extensive hearings by both the Senate and House Judiciary Committees, and full debate in both houses, and committee reports were issued explaining the amendment. This discussion was crucial, for it established the ERA's "legislative history" and it is the legislative history which the courts will look to in interpreting the amendment. . .

Within hours of the final Senate vote, Hawaii became the first State to ratify the amendment. Twenty-one additional States ratified in 1972, with eight the following year, and three more in 1974. Only North Dakota ratified in 1975, and in 1977, Indiana became the 35th State to ratify the Equal Rights Amendment.

On July 9, 1978, women declared their support for the ERA when they marched 100,000 strong in Washington to rally for extension of the ratification deadline of March 22, 1979. On August 15, 1978, the House approved extension by a vote of 233-189, and on October 6, 1978, the Senate added its approval by a vote of 60-36, and the deadline was extended to June 30, 1982.

Three more States must ratify the ERA by that date if it is to become an amendment to the Constitution.

ISSUES

Why is the Equal Rights Amendment needed? "To Form A More Perfect Union" states the reasons succinctly:

- To insure that all States and the Federal Government review and revise their laws and official practices to eliminate discrimination based on sex;
- To ensure that such laws are never again enacted by governments, including labor laws restricting women's job opportunities;
- To give Constitutional sanction to the principle (ignored in most family law) that the homemaker's role in marriage has economic value that entitles one to full partnership under the law;
- To insure equal opportunity, privileges and benefits in all aspects of government employment, including admission to the military services and military training schools;

- To insure equality of opportunity in public schools and colleges; in "manpower" training programs of Federal, State and local governments, and in governmental recreation programs;
- To insure that the families of women workers receive the same benefits as families of men workers under the Social Security laws, pension plans run by government at any level, and worker's compensation laws;

- To insure that married women can engage in business as freely as married men and that they can dispose of separate or community property on the same basis as married men;
- To require that married women be permitted to maintain a separate legal domicile from their husband's domicile;
- To require that women prisoners be given the same opportunities and privileges as men prisoners and that sentences be arrived at and administered under the same law for both sexes.

Among the most compelling reasons for ratification is the vulnerable position of women before the law without ERA. Although there has been progress in changing laws affecting women during the past years, without the Constitutional guarantee of equality, legislatures —both Federal and State—can revoke those laws in the same way that they were passed.

Finally, one of the reasons that the ERA was introduced was because the Fifth and Fourteenth Amendments to the Constitution have been interpreted as applying to race and religion, but not to sex. Ratification will mean that judges will look to the ERA when interpreting cases involving other amendments, and will make sex a "suspect" category for discrimination.

From the original Judiciary Committee hearings, the basic principles of the amendment:

> The general principles on which the ERA rests are simple . . . Essentially the amendment requires that the Federal Government and all State and local governments treat each person, male and female, as an individual.
>
> . . . The amendment applies only to governmental action; it does not affect private action or the purely social relationships between men and women.

During the past few years, ERA has been the victim of myths that play on the fears of people who do not understand its significance. Among the major canards is that ERA will destroy the family. ERA will have no effect on family structure, and will, in fact, only enhance the value of the work a homemaker does in the home.

An easy way to lay to rest the myths and accusations about ERA is to look at the experience of States that have passed their own Equal Rights Amendments. State laws now vary dramatically as to the rights of women, but upon ratification, 2 years will be allowed for all States to review their statutes and change those that discriminate against women or men. The Pennsylvania experience, in the words of Marie R. Keeney, Director, Commission for Women (January 21, 1976) is a good example: [1]

> Pennsylvania women have not lost rights or privileges because of the equal rights provision, nor will they when the Federal Equal Rights Amendment is ratified. To the contrary, women are in a stronger position, particularly

[1] ". . . To Form A More Perfect Union. . ." Report of the National Commission on the Observance of International Women's Year, p. 28. 1976.

in the domestic relations area as a result of the ERA.

And this, from former Washington Governor Dan Evans: [2]

"I am aware of no classification of privileges that a woman has lost because of adoption of the ERA . . . Adoption of the ERA and the implementing dissolution law merely makes it clear that either spouse may sue for support. A woman has not lost her right to be supported by her husband; rather she never had such a right. Support within a marriage has been a matter of custom and has never been guaranteed by law.

". . . The passage of the Equal Rights Amendment has brought Washington State a new commitment to the right of equal treatment for all our citizens."

As these experiences point out, the right of privacy guaranteed by the Constitution is in no way affected by the right of equality. Private relationships and family matters remain protected by the right of privacy.

Another threat to the amendment is through legislation that will slow down the ratification process and divert efforts of those working for the amendment. The most threatening has been recission, a vote by both houses of a legislature declaring the State's ratification revoked. Another tactic is called "null and void," which resolves a State's ratification null and void on March 23, 1979, the day after the original ratification deadline.

Legal and historical proof exists that both of these actions are unconstitutional, and because of that, amendment proponents paid little attention to early recission efforts. It is now apparent that anti-ERA forces are using recission as a major strategy. However, they have had limited success; prior to the 1977 legislative session, they announced they would secure 15 recissions. Only one State, Idaho, rescinded. One null and void bill has passed, in South Dakota.

In an opinion issued by the Justice Department in February 1979, both recission and null and void resolutions are held to be unconstitutional. "It is our firm view that no State legislature may constitutionally set aside that judgment of the Congress by either 'withdrawing' or 'rescinding' a prior ratification." In addition, several State Attorneys General have also issued opinions on the matter, declaring such legislative attempts invalid.[3]

Another obstacle to ratification is the influence that has been brought to bear on State legislators by the small, but vocal, numbers of their constituents who oppose the amendment. Not only have they appeared to have greater strength than they do, but their misinformed arguments have confused legislators. It is clear that State legislators should be accurately informed by impartial authorities on the actual effects of the ERA in their States.

Federal Initiatives

With less than 2 years left before the ratification deadline, efforts are now in a critical phase. The Committee felt that the administration should be mobilized to fight on the front lines of the struggle, and to that end, wrote to the President in July 1979 requesting a Camp David-like meeting on ratification that would bring together key legislators, organization leaders, business executives, and labor leaders from unratified States to discuss what steps should be taken by the administration to facilitate ratification in the remaining time. The letter stated, in part:

[2] Ibid.

[3] ERAmerica/Recission/August 1979.

If the Equal Rights Amendment is to pass, we feel we must subject our strategy to the same kind of scrutiny and brainstorming that has gone on in the past weeks on the economy and the energy crisis . . . for it is only when a . . . broad-based group of citizens committed to the Equal Rights Amendment develops a unified plan under the banner of Presidential leadership that we can move forward to victory.

The President responded positively, providing Blair House for the site of an all-day session with State legislative ERA sponsors and other key persons from the 15 unratified States. Eleven States sent representatives to the meeting, held on October 23, 1979. Members of the Committee, members of the President's staff, and representatives of ERAmerica and the National Organization for Women learned from those attending what they felt the prospects were for ratification in the States during the 1980 legislative session, and what steps they felt the administration could take to help. The day ended with a meeting with the President, at which time he instructed the Committee to prepare a detailed report for him.

ERAmerica, a coalition of close to 300 women's, labor, church and civic organizations working for ERA ratification with the most intimate and detailed knowledge of the status of the amendment in all the unratified States, prepared the report at the request of the Committee. The report, as well as the information gathered at Blair House, included a State-by-State analysis of potential ratification possibilities, and suggested specific strategies that could help insure passage.

The President has systematically carried out many of the initiatives suggested by the Committee in that report. Some of them include:

- A senior White House staff member, Sarah Weddington, was designated as the person responsible for coordinating the ERA effort.
- A weekly strategy meeting during the legislative session months was held at the White House. Included in the group were religious, educational and women's community representatives. Special attention was paid to the inclusion of minority women's organizations in the group, and representatives of Black and Hispanic organizations were participants.
- The President held a regular monthly meeting with the heads of major women's organizations to discuss ERA and coordinate strategy.

- Cabinet officers and heads of agencies have been requested to speak on the issue in unratified States, and to make clear that ERA is a priority issue for this administration.
- ERA has been a regular topic in speeches and campaign materials of President Carter and his family, and Vice President and Mrs. Mondale.
- Two White House briefings have been held on ratification efforts. The first was for opinion leaders from the States of Florida, Georgia, Missouri, and Illinois. The second was for leaders in the national business community.
- The Honorable Juanita Kreps, former Secretary of Commerce, has been designated to represent the President in the development of a National Business Council for ERA, organized by the League of Women Voters, and now comprised of over 200 members.
- Specific activities were carried out during the ratification hearings and/or votes in Georgia, Missouri, Virginia, and Florida. Senior members of the administration, in the White House and the Cabinet, were involved in those activities. President and Mrs. Carter called particular individuals or legislators, as the report suggested.

According to the White House,[4]

> The report of the PACFW has been a significant factor in defining a two-tier strategy for ERA in the White House: (1) visibility as a national issue, and (2) targeted State activity.

Other Committee Initiatives

Following the Blair House meeting, the Committee held a meeting at the Department of Labor with representatives of women's organizations from all over the country. Approximately 75 women attended to be de-briefed on the events of the Blair House meeting and asked for their input and support for the Committee's work. A particular effort was made to involve minority women in the meeting.

Out of that meeting, and through continued contact with many organizations that were not previously involved, several additional organizations have endorsed the amendment. For example, Chair Lynda Johnson Robb wrote a letter to the 110 chapter presidents of the Japanese American Citizens League, asking their support for ERA. The group, with both male and female members, voted to endorse ERA at its annual meeting in San Francisco. The vote was unanimous, save for one dissenting vote from the Salt Lake City Chapter. The woman casting the vote stood up and stated that she had been instructed to vote no—but they hadn't instructed her not to speak, and she wanted the convention to know that she supported ERA.

Chair Robb and Committee members worked actively with the League of Women Voters to help form the National Business Council for ERA, the initiative that broadened the base of support for ERA to include top corporate leaders.

The Chair and members of the Committee have spoken in every part of the country, especially in unratified States, to urge ratification of the amendment.

PACFW RECOMMENDATIONS

In addition to the initiatives already taken, to enhance the prospects for ratification of the Equal Rights Amendment, the President's Advisory Committee for Women recommends that:

- The President create a Presidential Institute

[4] Letter from Linda Tarr-Whelan, Deputy Assistant to the President, April 29, 1980.

on Women and the Constitution, the membership of which will include the leadership of the House and Senate, representative Governors, Lt. Governors and legislators (representing ratified States, unratified States and States which have adopted State Equal Rights Amendments), prominent attorneys and leading business executives, to examine the legislative effects for States of the ratification and implementation of the Equal Rights Amendment.

- The President issue Executive Order 1, which declares classifications by gender to be inherently suspect and which prohibits the use of gender classifications to achieve any governmental goal unless the goal is compelling and there exists no alternative means for achieving this goal.
- The President issue an Executive Order to prohibit sex discrimination in any program or activity offered by any recipient of Federal financial assistance. In addition, that the President issue an Executive Order to prohibit the Internal Revenue Service from granting tax-preferred status (including status under 501 (c)(3)) to any organization or institution whose activities and policies are sexually discriminatory unless it can be demonstrated that those activities and policies meet the standards of Executive Order 1.
- The President commit all resources necessary to defend challenges to the constitutionality of extending the time period for ratification of the Equal Rights Amendment.

The Equal Rights Amendment is the single most critical step necessary to accelerate progress for women and to guarantee that the institutions of American government will truly provide equal justice for all. It must be ratified.

Chapter III

EDUCATION

The question is—how much longer must we fight to secure our rights? How much longer must we deny the knowledge of our heritage? How much longer must we teach children that only 'pale males' are the important people in the story of America? How much longer will we deny our cultural heritage to our youth?

Women are slowly making progress. But we can remain forever on the periphery of the action. Somehow, we must penetrate the 'veil of ignorance' and with full steam ahead demand that the status of women undergo an immediate change so that we can take our rightful place in all facets of American life.

Ruth Jones
NEA Director for
North Carolina

OVERVIEW

A commitment to expanding educational opportunities for women was a primary concern in involving a cross section of witnesses in the Committee's regional hearings. The Committee clearly recognizes that the role and needs of women have changed along with a changing economic system—an economic system that has fostered dynamic demographic, political, and social forces, and far-reaching attitudinal changes. Within the last decade dual career families increased, fertility rates drastically declined, alternative family structures emerged, expectations for a higher standard of living increased, traditional perceptions about defined sex roles continued to erode, radical changes in the composition of the labor force became more evident, and a multitude of social changes transformed the concerns, aspirations, and educational needs of women.

Despite these changes, firmly grounded ethical, legal, and social policies for ensuring equal educational opportunity are still in the main favoring men more than women. Committee members consistently heard women, civil rights advocates, representatives of professional and community organizations, educators, and others reaffirm the reality that in spite of publicly recognized social and political imperatives, women still have not realized their constitutional rights. Although a variety of public and private initiatives exist, which are comprised of different attempts to ensure educational equity for women, many witnesses provided evidence of critical differences in the quality and availability of educational opportunities for men and women, and, consequently, in their quality of life.

The quality and availability of education is to some extent related to one's ability to move into the economic mainstream of society. Data indicate that women college graduates earn about 40 percent more annually than women who completed only high school. A National Center for Education Statistics report indicates that educational attainment greatly influences employment options, and is linked to one's economic status. Noteworthy is the fact that "almost two-thirds of professional and technical workers and one-third of managers and administrators have completed at least 4 years of college."[1] Women are grossly underrepresented in these traditional male occupations which tend to yield higher earnings, indicate substantial employment growth, and offer the most potential for expanded career options.

The disproportionate number of women in traditional jobs can be related to their level of education in addition to a variety of other significant factors. There is overwhelming evidence which suggests that sex role socialization in the home and school, sex bias and stereotyping, and sex discrimination continue to shape the occupational preference and profile of women. In relation to the linkage between educational attainment and economic status, one should not overlook the fact that even though women's economic status improves as they move into male-typed occupations, comparable education and occupational status fail to produce comparable earnings for men and women. In 1977 men with a high school diploma earned around $3,000 more than women college graduates.

It is acknowledged that girls and boys are expected to perform differently—socially and academically. Society encourages and reinforces physical and intellectual "passivity" among girls while fostering "aggression" among boys. It may be reasonably asserted that this differential socialization influences the degree to which girls develop strong self-concepts, high academic aspirations, and competitive attitudes toward occupational opportunities. Like socialization, sex bias and stereotyping are equally as pervasive in our educational system and, therefore, strongly undergird traditional sex roles. Textbooks and curricula, as well as teaching practices, reflect those race and sex biases fostered by society. Consequently, women tend to avoid courses in science, mathematics, and technical programs, which to some degree accounts for their lack of visibility among architects, engineers, physicists, mathe-

[1] National Center for Education Statistics, DHEW. *The Condition of Education*, Washington, DC: Government Printing Office, 1979 Edition.

maticians, and other scientific and technical professions. The lack of role models for girls in nontraditional areas, in administrative jobs, on boards of education, and other male-typed positions is of critical concern, especially in relation to the disproportionate underrepresentation of minority women in these areas.

Recognition of the significance of education in preparing women to reach their full potential has led to extensive legislation to remedy the effects of past inequities and encourage educational and occupational parity between men and women. Legislation such as Title VI of the Civil Rights Act of 1964, Title IX of the Education Amendments of 1972, and other statutes prohibiting differential treatment on the basis of sex, have supported improvements in education for women. As reported by the National Advisory Council on Women's Educational Programs, "... the Federal role in assuring nondiscrimination on the basis of race, sex, and national origin has grown from almost nothing to an enterprise involving more than 30 enforcement agencies, 80 nondiscrimination laws, and a budget of more than $500 million for direct enforcement alone."[2] However, NACWEP underscores the position that in spite of good intentions, poor enforcement continues to sustain barriers to educational equity for women. In support of Title IX, the Women's Educational Equity Act Program, which is the only Federal program designed primarily to address equity for women, provides assistance to local and State education agencies to improve programs, policies, and products in support of equity. Although the program has had a substantial impact on half of this Nation's population, it has failed to realize its full capacity because of budget restraints imposed by Congress, which reflects negatively on this Nation's commitment to sex equity.

More women are enrolling in a wider variety of vocational courses; women, and particularly adult women, are entering higher education institutions at unprecedented rates; and more women are involved in nontraditional degree programs. In 1977 women comprised one-third of all graduate students and more than half of first-time entering freshmen. Moreover, advancement in the educational status of women is beginning to have an appreciable impact on women's occupational status. Continued advancement will require vigorous enforcement of laws prohibiting inequitable treatment of women, and a national commitment to the elimination of sex discrimination, sex bias, sex stereotyping, racial stereotyping, and any form of differential treatment that abridges the rights of women.

Though considerable attention has been focused on the most prominent equity concerns, there is still a need to design new initiatives aimed at critical areas at all levels and dimensions of our educational system. As highlighted by a majority of witnesses at the Committee's regional hearings, greater attention must be given to counseling practices, career development, higher education, multicultural/multilingual education, sexual harassment, enforcement of Title IX, data collection and reporting practices, and to minority and other groups of women who face the problem of sexism, compounded by a multitude of other conditions which inhibit their capacity to fully develop as productive human beings.

[2] National Advisory Council on Women's Educational Programs. *Equity for the Eighties*, Washington, DC: Government Printing Office, 1979.

Minority Women

The condition of this Nation's social order forces American Indian/Alaska Native, Asian/Pacific American, Black, and Hispanic women into a state of triple jeopardy in relation to majority and minority men and majority women. Sexism in education, compounded by racism, forces minority women to be relegated to the lowest educational, occupational, and economic strata in this Nation. Intentionally or unintentionally, minority women are constrained from entering the mainstream of educational institutions comparable to their male and female counterparts. One finds that the unique needs and concerns of minority women are seldom highlighted in national studies of education, or recognized in public policies that affect education. Consequently, they are too often ignored in the design and delivery of educational services and resources.

Recognizing the existence of multiple inequities, minority women's struggle for educational equality must address issues of equal importance to sexism—linguistic differences, differences in intrinsic value orientation, and differences in cultural traditions. All too often the failure to recognize the significance of these differences diminishes the educational benefits accruing to minority women in contrast to majority women. Minority women are less likely than white women to be high school graduates; to hold advanced degrees and degrees in male-typed disciplines; to hold policymaking positions in institutions of higher learning and elementary and secondary schools; to hold decisionmaking positions in the Department of Education and State and local educational agencies; and to be enrolled in nontraditional courses in vocational and apprenticeship programs. The subordination of minority women continues to stifle their educational and occupational advancement and mobility.

In the area of educational research, minority women are nearly nonexistent. Even within the National Institute of Education, minority

women are grossly underrepresented in professional positions. In one unit, Black females make up 99 percent of the entire clerical staff in contrast to 52 percent of professional staff for majority women. Further, in contrast to white women, minority women are greatly underrepresented in the pool of NIE's grantees. Similarly, the vast majority of minority women within the Department of Education are clustered in clerical and other support staff positions. The lack of progress of minority women in education mirrors the progress made in other societal institutions.

To find solutions to the problems faced by minority women in education, assessment procedures and data collection and reporting systems must be redesigned. Generally, data on minority women are aggregated regardless of their unique circumstances. Although public agencies are beginning to report some data on Black and Hispanic women independently, data are woefully lacking on American Indian/Alaska Native and Asian/Pacific Americans. Consequently, programs and policies are designed in response to the needs of minority women as a "monolithic group." It is also critical that Federal agencies identify data which include more than a single count for women who may be classified in multiple categories.

As was expressed at the regional hearings, minority women face a host of barriers in education that are germane to all women, and some that are distinctly unique. For example, Asian/Pacific American women are more likely than other minority women to complete high school and college, and a greater number are in nontraditional disciplines and occupations in proportion to their representation in the population. However, like other minority women, Asian/Pacific American women fail to earn comparable salaries to majority males within the same occupational category. American Indian/Alaska Native women are three times more likely than white males to not be enrolled in high school, which is similar to the situation of Hispanic women. On the other hand, Black women's rate of enrollment is more comparable to that of majority women.

These findings should not imply that minority women have not made appreciable gains in education. However, they should suggest the need for an increased level of social consciousness of the reality that minority women have not shared benefits comparable to their male and female counterparts. The need for increased participation of minority women in all aspects of education is widely accepted. However, it must be recognized that the capacity for minority women to improve their educational and occupational status can only be fully realized when policies and programs prohibiting differential treatment on the basis of sex reflect, to an equal extent, the significance of racial, ethnic, cultural, and linguistic differences of minority women. It is critical that these differences be considered in the development of curricula, instructional materials and approaches, counseling practices, and in the development of minimum competency testing programs, intelligence tests, and other assessment tools than can and are used to deny minorities equal opportunities. For example, in those States where a high school diploma is withheld from students who fail minimum competency tests, the student is more than likely labeled for life, thus opportunities for educational advancement are limited. Preliminary data compiled by the Educational Policy Research Institute suggest that minorities, including minority women, in each major ethnic group fail minimum competency tests at a disproportionately higher rate than white students.

Given these concerns, it is essential that policymakers take these factors into consideration in the creation of policies and programs that impact on a minority population with diverse educational needs. The most recent regulations for the Women's Educational Equity Act Program could be used as a model for improving services to racial and ethnic minority women and girls. The program has established a 40 percent set-aside "... to focus important resources on addressing those serious issues of double discrimination, bias, and stereotyping which affect racial and ethnic minority women and girls throughout the educational system."

Sex Discrimination

"Despite cosmetic changes, school systems have not gone that step beyond the letter of the law to fulfill their higher philosophical obligation . . . "

Phyllis Franklin, University of Miami Tampa, Fla.

"Sexual harassment is a criminal activity . . . (it is) sex discrimination."

Lou Kubler President, Pinellas Classroom Teachers Assoc. Tampa, Fla.

Given traditional attitudes regarding a "woman's place" in society, legal, social, and political imperatives prohibiting sex discrimination have failed to bring about radical change in the Nation's educational system. Access to opportunities has not guaranteed equality between men and women as it relates to career and academic advancement. Based on the testimony at the PACFW's hearings, one may conclude that progress has been sporadic, leaving ample room to doubt the impact of Title IX of the Education Amendments of 1972, Title VI of the Civil Rights Act, and other antidiscrimination statutes.

Testimony suggests that the process of eradicating sex discrimination is considerably more complex than is generally reflected in Federal regulations and affirmative action initiatives. Witnesses called attention to policies and programs in higher education that appear to be fair on paper, yet tend to restrict women to low-level administrative and teaching positions. Granting tenure, awarding special research funds, and supporting candidates for seats on prestigious boards and commissions are all important factors in enhancing opportunities in higher education. Witnesses emphasized that the lack of equity in education has not only inhibited the economic independence of women, but has influenced their self-esteem which is closely related to their ability to achieve in a highly competitive world.

Testimony further suggests that institutions of higher learning are somewhat insulated from Federal monitoring and enforcement procedures and, therefore, tenure and other privileges can be denied at the discretion of the "male" leadership. Too often, as one witness testified in Raleigh, "women were hired in the early seventies due to Federal pressure, but progress stopped at the hiring . . . few of these women have achieved tenure," and other benefits often granted to men. Further, it was emphasized that the "battles of the 1980's will revolve around whether women can move up the promotional ladder at the same rate and same pay as equally qualified men."

As in higher education institutions, sex discrimination is equally as apparent in the public schools of this Nation. A witness in Raleigh concluded that "female superintendents are rarer than whooping cranes," in that they constitute only one-tenth of all heads of school systems. She further indicated that "although women outnumber men in the classrooms of America by two to one, they serve as principals in only 13.5 percent of the Nation's schools. Women principals head less than 3 percent of the country's junior high schools and only 1.4 percent of the senior high schools."

Committee members were urged by many witnesses to encourage Federal and State agencies to provide aggressive leadership in the recruitment and training of women for top administrative positions; to strengthen and improve enforcement of Title IX; to create a system for reporting discriminatory practices that does not jeopardize the complainant; and to establish more efficient procedures of handling complaints within a specific timeframe. Consistently, witnesses urged the Committee to increase public awareness of the goals of Title IX and the Women's Educational Equity Act in that implementation of Title IX "depends to a great extent upon public understanding of its intent and purpose." It was also recommended that greater attention be given to Title IX enforcement in the Bureau of Indian Affairs and in all educational programs that involve American Indians/ Alaska Natives.

Although Title IX regulations imposed a July 1978 deadline for recipients of Federal support to bring their athletic programs into compliance, few institutions have equitable athletic budgets, and sex-fair policies, programs, and practices. The lack of sex equity in athletic programs significantly affects long-term benefits such as the capacity for girls and women to enter international competition; become leaders and decisionmakers in the national and international sports movement and in public and private governing bodies such as the U.S. Olympic Committee and the International Olympic Committee; gain access to a wide range of sports related occupations such as media experts, sports equipment designers, coaches, trainers, administrators, and other decisionmaking positions; and build leadership skills and understanding of the importance of competition and team efforts which is closely related to developing those strengths essential to functioning in an increasingly demanding society. These benefits can often lead to long-term health, psychological, and financial rewards for present and future generations of women.

In 1972, prior to the promulgation of Title IX regulations, only 6 percent of the Division One collegiate athletic departments had merged. However, by 1979, 64 percent had merged and in every case the merged department was headed by a man. This has had an adverse impact on women's representation in coaching, administration, and other decisionmaking positions. In spite of the fact that since 1974 women's participation in sports on the intercollegiate level has increased by 200 percent, coaching opportunities for women decreased by 20 percent in sharp contrast to a 138 percent increase for men.

Federal Initiatives

In contrast to a number of Federal initiatives concerning sex discrimination in education, few State and local educational agencies have funded programs designed to promote sex fairness. Title IX of the Education Amendments of 1972, Titles IV and VII of the Civil Rights Act of 1964, Executive Order 11246, and other anti-discrimination laws have some impact on improving educational and professional opportunities for women at all levels of education.

Title IX, which is administered by the Office for Civil Rights in the Department of Education, is the major civil rights authority prohibiting sex discrimination in federally supported education programs. This means all public schools, some private schools, and the vast majority of higher education institutions are subject to Title IX.

Title IX covers a wide variety of educational policies and programs such as counseling, career and vocational education, placement, academic courses, and extracurricular activities. In 1979 the Office for Civil Rights reported that assurances of compliance from 3,500 higher education institutions and 16,000 school districts had been received and the timeframe for resolving complaints had improved considerably. Further, it was reported that OCR "succeeded in getting 166 institutions to change discriminatory policies, 141 recipients to cease discriminatory practices, and another 107 institutions to develop and monitor affirmative action programs."[3]

Congress extended the authority of Title IX to include athletic programs, and in 1979 the Office for Civil Rights published guidelines to clarify and implement provisions of Title IX. The guidelines require schools to make financial assistance such as scholarships available to men and women in proportion to their participation in athletic programs. It also requires schools to be fair and equitable in the treatment, benefits, opportunities, interests, and abilities of men and women.

Under Title IV of the Civil Rights Act, the Equal Education Opportunity Program provides funds and technical assistance to local and State educational agencies for sex desegregation efforts and to enhance compliance with Title IX. The majority of these programs are administered by established desegregation centers. It is anticipated that greater emphasis and a larger portion of program funds will be devoted to sex desegregation in the coming years.

The Women's Educational Equity Act was created to provide program support designed

[3] Statement by David S. Tatel, Former Director of the Office for Civil Rights, *HEW News*, Washington, DC: DHEW, June 20, 1979.

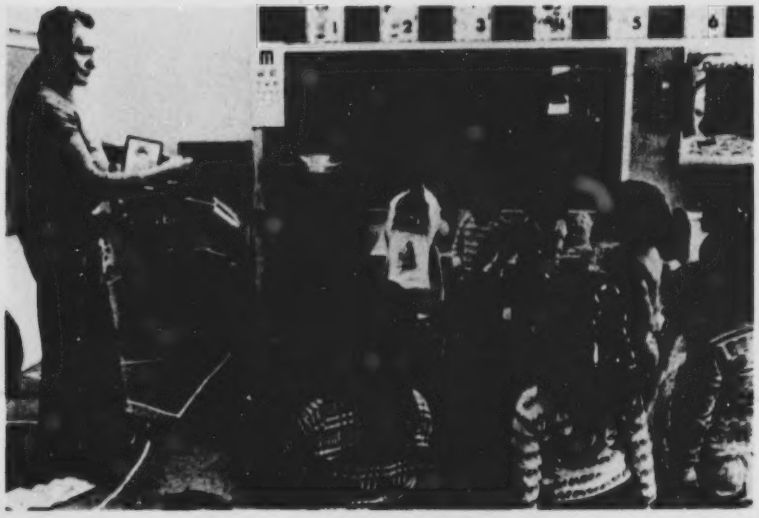
"There is no denying that in the last two decades there has been progress toward equality for women in this country . . . the lack of truly significant progress in the last two decades is equally undeniable."

Daisey P. Flory
Dean of the Faculties and Professor of Government
Florida State University
Tampa, Fla.

"Some schools, especially universities, have been allowed to circumvent the regulations, particularly with respect to athletic programs."

Karon Bush
Chairperson
NCAE/ACT
Raleigh, N.C.

to improve equity for women and girls. Projects are supported to improve counseling and guidance practices, instructional materials and approaches, and pre/inservice training programs, among a number of other activities. In 1978 the Act was reauthorized as part of the Elementary and Secondary Act and included a new mandate to provide assistance to the education community to facilitate compliance with Title IX. Since the program was created, more than 300 projects have been funded, and it has grown with respect to public response and appropriation. However, there is great concern among women and civil rights advocates that Congress has not yet funded WEEA anywhere near the appropriation mark of $80 million.



PACFW RECOMMENDATION

The President should establish a national policy that strengthens accountability and reaffirms a moral commitment to the elimination of sex discrimination at all levels of public and private education. Further, Title IX, which has been limited by lower courts, should be fully and vigorously enforced by requiring all Federal agencies to establish appropriate regulations and assure compliance by affected institutions and by having the Justice Department serve as the coordinating body for Title IX enforcement. And, Title IX and the Vocational Education Amendments of 1976 should form the core of new and stronger legislation to protect the rights of women and girls in education.

If future generations of women are not to suffer the discrimination and injustices faced by contemporary women, this Nation must establish a moral and social commitment to wide-ranging reforms inspiring and impelling a radical change in the educational status of more than half of this country's population. Therefore, the Committee strongly recommends that the President support the Women's Educational Equity Act Program as a national priority with incremental and sustained funding toward its full appropriation mark.

The Committee reaffirms its support of equal opportunity for women in athletics and strongly supports effective and meaningful involvement of women at all levels of school athletic program administration. Further, in view of the recent proposal of the men's intercollegiate athletic governing organization to extend their domain into the area of women's athletics over the objection of those most directly involved in women's college athletics, the Committee supports independent programs for women that are governed and administered by women.

Further, in keeping with the spirit and letter of Title IX, the Committee recognizes the significance of the national and international sports movement and, therefore, reaffirms its support of the Amateur Sports Act (P.L. 95-606), which requires the complete restructuring of amateur sports in the United States and charges the U.S. Olympic Committee with the responsibility of insuring that its member national governing bodies provide fair and equitable support for women in athletics.

Sex Bias/Stereotyping

Every day, in schools all over this country, students see a power structure that reinforces all of the old textbook stereotypes that say "women may run their classrooms but men run the show." The vast majority of textbooks, curricula, ability tests, and other educational materials, intentionally or unintentionally, reflect the biases and stereotypes of the larger society. With few exceptions, studies of human behavior show that ingrained myths and stereotypes of women influence our choice of language and undergird differential treatment of men and women.

Much of the impetus for examining the impact of sex bias and stereotyping on the development of girls and women can be attributed to the realization that covert biases are equally as detrimental to accomplishing educational equity as overt discriminatory practices. Sex biased ability tests have significantly limited girls' access to nontraditional courses and educational advancement opportunities. Biased tests are used to screen potential college applicants and candidates for graduate and professional schools. Women's performance on ability tests, especially in areas related to mathematics and science, account for their low representation in nontraditional advanced degree programs.

Far too many textbooks and other instructional materials continue to depict girls and women in the "sugar and spice" mold which implies limitations in their capacity to achieve academically and occupationally. "Sex bias in vocational education is influencing the choices girls are making in the high schools . . ." as was expressed by many witnesses at the hearing in Raleigh. In support of this statement, it was pointed out that 53 percent of all girls enrolled in vocational courses at the high school level in North Carolina are taking consumer and homemaking courses. Male domination is the byword in several of the program areas which train students for skill level employment. The long-term effect of such discrimination is ominous especially in terms of accomplishing occupational and economic parity with men.

Considerable evidence exists which shows that race and sex biased behavior in education strongly influences males and females differently. In terms of cognitive development, many witnesses talked about education reinforcing behavior that constitutes appropriate masculine and feminine behavior. Girls and women are seldom shown in textbooks and other educational media in problem solving or assertive roles. Passive depictions of women tend to imply intellectual and physical weakness which influences society's perception of women's ability to succeed in competitive educational and occupational endeavors. Several witnesses underscored the position that attitudes and expectations greatly influence not only academic performance, but self-esteem, motivation, and aspirations as well. One frequent complaint expressed was the absence of a commitment at the Federal and State levels to provide adequate funding to promote technical assistance and to produce race and sex-fair educational materials. Moreover, it was felt that teachers, administrators, and counselors should be trained to be more sensitive to the differential impact of biased and stereotypic materials and behaviors on the development of girls and boys.

Overall, the testimony suggests that although the public is more likely to be aware of the limiting effects of race and sex bias and stereotyping, our educational system continues to socialize girls to be less competitive physically and intellectually. Therefore, advancement toward full and equitable participation will continue to be impeded until educators produce instructional materials and approaches that reflect a commitment to equity in terms of access and opportunity and are representative of the "reality" of women's inevitable advancement in all aspects of society.

"For our country to reach its full potential, our children must reach theirs. Sex bias, as decisively as polio, can cripple our children. Sex bias as completely as polio, must be eradicated."

Karon Bush
Chairperson
NCAE/ACT Women's Caucus
Raleigh, N.C.

"In our work to eliminate sex bias, we have discovered that our educational world is full of hidden messages . . ."

Diann D. Dwiggins
Greensboro Task Force for Equal Education
Greensboro, N.C.

"As we all know, women have been short-changed in employment abilities due to the socialization process."

Dr. Janie T. Lawborn
Head, Management Department
Miami-Dade Community College
Miami, Fla.

Federal Initiatives

The Women's Educational Equity Act Program has supported the majority of projects over the past several years focusing on the development and dissemination of nonsexist instructional materials. Some of the projects most recently funded include the development of nonsexist curricula for pre/in-service teacher education; series of learning activities to counter sexism in child care centers; and sex-fair testing materials for use in the "helping" professions. In addition, a wide range of projects have been supported at all levels of education covering such areas as language, textbooks, classroom practices, career guidance, and science and mathematics.

In 1980 the National Institute of Education spent about $3 million on projects related to sex equity, and a large portion of these funds supported research grants concerning the promotion of sex-fair educational practices.

Moreover, two of the three major focus areas for 1982 will be devoted to examining social influences which continue to perpetuate sex inequities and research on socialization for new roles or the adaption of men and women to newly emerging roles.

PACFW RECOMMENDATIONS

Provisions to protect the rights of women should be integrated into the Department of Education and all Federal educational policies and regulations to assure parity between men and women at all occupational levels in both public and private educational institutions.

The National Institute of Education and other agencies in the Department of Education should use the Women's Educational Equity Act Program regulations as a model for promoting equity in education. Such provisions should also include explicit assurances that educational institutions develop and utilize textbooks, curricula, testing tools, and all print and nonprint instructional materials that are sex-fair and promote educational equity for women and girls. Moreover, schools should provide assurances that the utilization of space, and the allocation of time, activities, and salaries are fair and equitable.

The Department of Education should develop incentives to encourage States to promote the development of sex-fair practices by requiring educational personnel to demonstrate their knowledge of nonsexist practices as a basis for certification and period recertification.

Career Development

". . . when it comes to choosing a major and thinking of career choices, girls who are interested in medicine are advised to take nurses' training . . ."

Dr. Margaret C. Lefevre
South Pasadena, Florida

Differential treatment of students on the basis of sex in career development and vocational training programs account to some degree for the fact that more than 80 percent of all clerks and secretaries in the work force are women and 94 percent of all craft workers are men. Like society, educational institutions designate different career goals for males and females which influence one's placement in the labor force and, consequently, one's placement in society. Thus, the human investment in education yields disparate economic benefits for men and women.

At all three of the PACFW's hearings, witnesses challenged the Committee to address the central issues underlying conditions that lead to the occupational and economic subordination of more than half of this Nation's "untapped" resource. Witnesses generally stressed that the consequences of sex role socialization in career development and vocational training programs are seriously impeding women's ability to become economically independent, and to respond to a specialized and increasingly competitive labor market. Numerous national studies have shown that sex role socialization in education tends to influence women's interests in engaging in stringent intellectual and career related developmental activities. As compassionately stated by a witness in Raleigh, "The long term effects of stereotyping

are ominous: women in jobs they hate, women in poverty because of lack of skill training, and probably worst of all a generation of women who are condemned to feel subordinate, dependent, and useless unless they have a man to lean on."

Given the significance and cumulative effect of sex role socialization on women's career patterns, witnesses proposed a number of intervention strategies to promote greater equality. Some called for comprehensive inservice training programs to increase awareness of the impact of sex bias and stereotyping. Others urged the Committee to encourage State and local agencies to integrate learning experiences about sex equity into their curricula; to expand programs designed to foster interest among girls in nontraditional occupations; and to create orientation programs that better inform students of the wide variety of career options available.

Although some improvements are evident in career development and vocational training programs, a National Center for Education Statistics report indicates "The distribution of enrollments in program areas by sex reveals the persistence of definitive patterns of sex stereotyping by program areas."[4] More than 80 percent of all students in the technical, trade, and industrial programs are men. Conversely, more than 80 percent of all students in health and occupational home economics are women. In those nontraditional programs where women are gradually increasing their enrollment, it appears that white women are making greater progress than minority women. For example, white women are enrolled in technical and related programs from 11 to 14 percent greater than minority women. Overall, data indicate increases in participation in most nontraditional programs. Since 1972, there has been a 12 percent increase of women in agriculture, a slight increase of 3.8 percent in trade and industrial areas, and a 7.9 percent increase in technical programs.

[4] Testimony of Rolf M. Wulfsberg, Assistant Administrator for Research and Analysis, National Center for Education Statistics, before the Subcommittee on Elementary, Secondary, and Vocational Education of the Committee on Education and Labor of the House of Representatives, September 17, 1980.

Several witnesses expressed the need for increased Federal and State commitment to developing high quality career development, vocational training, and apprenticeship programs designed to stimulate greater interest in nontraditional occupations among women. The future of women in the work force will remain clouded until a strong commitment to sex equity is reflected in the degree to which women are represented at all levels of vocational programs as students, instructors, and administrators comparable to men.

Federal Initiatives

More than 17 million youth and adults are enrolled in some form of vocational education and it is estimated that enrollments are increasing at about 6 percent each year. Enrollments in vocational education have grown in terms of diversity as well as sheer numbers, which, to some degree, can be attributed to major sex equity provisions in the Vocational Education Amendments of 1976. The Amendments mandate the elimination of sex bias, sex stereotyping, sex discrimination, and the enhancement of equal educational opportunity for both sexes. The Act includes far-reaching provisions to bring about positive change in vocational programs; support for a uniform data collection and reporting system by race and by sex; a requirement to hire a State Coordinator who is responsible for assisting in the elimination of sexist practices; and support for demonstration projects designed to promote sex fairness in vocational education.

Moreover, it mandated a national study of the degree to which sex discrimination exists in

"There is a need for over-the-lifespan career and educational counseling that is free of age, race, and sex bias."

Dr. Betty Knox
President
American Personnel Guidance Assn.
Raleigh, N.C.

"Career counseling has been inadequate or nonexistent."

Betty L. Gress
Associate Director
Coalition of Indian Controlled School Boards
Denver, Colo.

"Women are tired of men opening doors for them when it doesn't matter and slamming the door in their face when they need jobs or advancement."

Witness in Raleigh, N.C.

vocational education and the extent of progress toward reducing such discrimination. Findings from this study suggest that although overt practices and policies have been reduced, students continue to enroll in programs consistent with traditional sex roles; few schools support or engage in projects to promote sex equity; and a strong correlation between sex equity activities in the school and the proportion of nontraditional enrollments in vocational courses was evident. To give more support, access, and equity in vocational education, the Office for Civil Rights has published guidelines to explain civil rights responsibilities to facilitate compliance.

The Office of Career Education supports projects at the elementary, secondary, and higher education levels focusing special attention on eliminating barriers in career education programs and developing sex-fair career instructional and counseling materials. The funding level for support of these demonstration projects has not been commensurate with the magnitude of the problem, which to some degree accounts for the limited impact of the program nationally.

The Women in Science Act (S.568), currently under consideration, focuses attention on building skills, knowledge, and information, in addition to training to increase the participation of women and girls in mathematics and science at the elementary, secondary, and higher education levels. Effective implementation of this legislation could have a far-reaching and significant impact on increasing opportunities for women and girls in scientific and technological fields in education and in the labor force.

PACFW RECOMMENDATION

The Departments of Education and Labor should encourage that language similar to the sex equity provisions of the Vocational Education Amendments of 1976 be integrated into CETA regulations. This will strengthen the impact of the Amendments and support equity in education and employment. State and local governments, public and private institutions, business, industry, and unions should be encouraged to develop career awareness, training, and apprenticeship programs that provide women with marketable skills consistent with current and future labor demands, especially in terms of training minority women who are disproportionately clustered in low-skilled, low-waged occupations that offer the least potential for job security and upward mobility. The Department of Education in conjunction with the Department of Labor should strengthen the relationship between education and work, support early intervention career awareness projects, and expand opportunities for technical training, training in skilled service occupations, and nontraditional training in general.

Multicultural/Multilingual Education

A frequent criticism raised at the PACFW's hearings was that educational institutions fail to recognize the complexity of sexism in relation to the cultural and linguistic variations of American Indians/Alaska Natives, Asian/Pacific Americans, Black, and Hispanic Americans. Witnesses frequently emphasized that most schools are woefully uninformed, insensitive, and inadequately prepared to address the basic educational needs of women who face multiple barriers due to their ethnic, cultural, and linguistic background.

The implicit denial of the significance of these differences in the educational experience has led to the recent development of proposed rules to implement provisions of Title VI of the Civil Rights Act to prevent national origin discrimination and prohibit recipients of Federal financial assistance from denying equal access to limited-English-proficient students.

The regulations estimate that more than 3.5 million school-age children are represented in this population. One can reasonably assume that women constitute a large segment of this group.

Witnesses at all three hearings expressed strong support for increasing the number of bilingual teachers in elementary and secondary schools; improving the salaries and working conditions of bilingual aides, who are predominantly women; creating leadership training programs for women, who are disproportionately underrepresented as administrators of bilingual programs; integrating strong cultural and linguistic components into the school curricula;

". . . Dropping out of high school for many is of much more value than it is to lose one's sense of identity."
Dr. Martha M. Urioste
Denver, Colo.

"Education is basically a political process and it provides identity, purpose, and direction within a white American context."
Victoria S. Garcia
Chairperson
HEMBRA, Inc.
Denver, Colo.

and incorporating multicultural/multilingual components into teacher training programs.

Some witnesses felt that women with different cultural and linguistic backgrounds are subject to a series of cumulative educational disadvantages rooted in their economic condition and reinforced by the sexist nature of education and society. Given the fact that minority women are among the most educationally disenfranchised group in this Nation, the need for strong cultural and linguistic programs at every level of education was paramount in the testimony. Moreover, in view of the status of minority women in the labor force, witnesses stressed the importance of designing training and apprenticeship programs that reflect concern for cultural and language diversity. It was felt that the lack of responsive programs contributes to the concentration of minority women in traditional vocational courses and, consequently, in traditional occupations that offer few if any incentives.

"Unless an educational system utilizes the language, culture, customs, values, and traditions of all its children to teach basic skills, we will continue to promote failure."

Rosalie Martinez
Bilingual Director
Colorado Department of Education
Denver, Colo.

There was great concern regarding the use of competency based testing programs which tend to penalize minority women disproportionately. Some witnesses called for a moratorium on the use of such tests, while others suggested that programs should be designed to promote fair and equitable treatment, complement the skills of students, and provide ongoing remediation to support academic achievement.

Testimony suggests that similar conditions exist at the higher education level. It was indicated that the low participation rate of minority women in higher education is symptomatic of the lack of responsive educational programs. Despite sharp increases in ethnic diversity on college campuses all over the country, witnesses implied that most universities cater primarily to prototype students—white, male, and middle class. It was also frequently stressed that stronger multicultural/multilingual programs will not only improve access and equality for limited-English-proficient students, but may be equally as beneficial to monolingual students. As a witness in Denver indicated, "No human knows his or her own culture perfectly, but what one culture has created is certainly learnable by members of another and is limited only by our intelligence and our opportunity to learn. It is time to ascend to the mountain tops to begin to chant the music of our visions."

Federal Initiatives

The Bilingual Vocational Training Program provides funds for vocational training of persons of limited English-speaking ability who are underemployed or unemployed. In 1979, 10 projects trained 637 persons and 3 trained 90 teachers in vocational education. No data seem to exist on the number of women represented in this group. However, program officials have indicated that there was concern for adhering to equity provisions as outlined in the Vocational Education Amendments.

The Vocational Education Amendments of 1976 include special provisions for limited-English-proficient students which constitute fewer than 1 percent of all vocational students as indicated by national data. Although their representation is extremely low, it appears that these students are primarily enrolled in trade and industrial areas, and to a lesser extent there is significant participation in office occupations, occupational home economics, and technical programs.

The Office of Vocational and Adult Education supports projects at the State level to improve basic skills, assist students to complete high school, and to provide skills training for limited-English-proficient students.

The Office of Bilingual Education and Minority Language Affairs is focused primarily on

building language competence of students with limited English proficiency within a cultural context. The program also allows the participation of children whose language is English to increase understanding of diverse culture. It supports such activities as teacher training, curricula development, and community and adult education programs. In addition, it supports research and development activities including, but not limited to, the design of instructional models for bilingual-bicultural programs, and for determining the effectiveness of teacher training programs.

One of the central concerns of the Office of Indian Education is to develop instructional programs that reflect the language and cultural diversity of American Indian students.

The Ethnic Heritage Program's mission is to provide assistance designed to afford students opportunities to learn about the nature of their own cultural heritage and to study the contributions of the cultural heritage of other ethnic groups of this Nation.

To support nondiscriminatory policies and practices, the Office for Civil Rights has published proposed regulations in accordance with Title VI of the Civil Rights Act to prevent national origin discrimination in elementary and secondary education. The proposed rules prohibit recipients of Federal financial assistance from denying equality of access to any student because of that student's limited proficiency in English.

PACFW RECOMMENDATIONS

In order to protect the rights of women of limited English proficiency, the Department of Education should encourage the development of language programs that are designed within the context of customs, values, culture, and ethnic origin of the affected population. Multicultural/multilingual education should be reflected in the total educational experience of bilingual and monolingual students. Programs specifically designed to improve the academic skills of minority women, particularly in the areas of mathematics and science, should be encouraged.

Federal programs should support and recognize the significance of bilingualism and English proficiency as a means of supporting minorities and/or women of limited English proficiency to enter the mainstream of the educational and occupational opportunity structure.

Higher Education

Although women, particularly adult women, are entering institutions of higher education in record numbers, witnesses at the PACFW's hearings frequently cited cases of disparities between men and women in the awarding of scholarships, fellowships, research grants, and other forms of financial assistance; in the degree to which women are involved in intercollegiate athletics; in the degree to which women are awarded tenure and represented in top level administrative positions; and in the extent of women's participation in nontraditional degree programs.

To achieve full participation, witnesses emphasized the need to support flexible scheduling of courses, programs, and related support services designed to accommodate the increasing number of reentry women; to encourage financial assistance for less-than-half-time students; and to give more attention to science and mathematics as an essential prerequisite to entering male-typed disciplines. Several also testified about unequal treatment of women involved in intercollegiate athletics, with respect to differences in budgets, salaries of staff, and general support of the administration.

Over the past several years, the student population has changed substantially in higher education. Women constituted 41 percent of the student body in 1970 and 51 percent in

". . . there was a saying that a woman working on a Ph. D. had to have the hide of an alligator, the memory of an elephant, the stubborness of a mule and be able to work like a horse."

Dr. Margaret Lefevre
South Pasadena, Florida

1979. A recurring issue, however, is the extent to which access has encouraged the widening of opportunities for female students. Although women are gradually moving into nontraditional disciplines, employment trends suggest a continuation of male dominance in fields that require scientific and technical training. In a 1975 study of national norms, men overwhelmingly chose such fields as engineering and physical science as their probable field of study as compared with women's choices in areas related to the social sciences. These choices augment women's movement into dead-end occupations that offer few, if any, incentives for growth. Further, Labor Department projections of employment demands indicate those professions typically chosen by women tend to demonstrate the least potential growth and are more than likely already saturated with women. Moreover, Labor Department statistics estimate a surplus of more than 1 million college graduates between the present and 1985. It is generally recognized that college graduates without a specialized area can be classified as unskilled.

One article states: "Finding jobs for history and English majors has become as difficult as finding jobs for clerk typists who type 20 words a minute . . ."[5] In Daniel Bell's *Coming of the Post-Industrial Society: A Venture in Social Forecasting* he estimates that by the year 2000, technical and professional occupations will constitute the largest working group in this Nation. As a witness in Raleigh stated, "Not only do women need to know of these new vocational opportunities, but they also need tools to cope in a world which has a new intensity to it." Future projections indicate a highly competitive and changing labor force. If women are to be fully mainstreamed they must be prepared to respond to these changes.

The PACFW was urged to work for the expansion of increased appropriations for the Women's Educational Equity Act, and to support the proposed National Science Foundation Authorization and Women in Science Act "as critical mechanisms for preparing women for the future labor market."

There was considerable testimony calling for stronger enforcement of Title IX as a means of removing barriers to academic diversity, athletic opportunities, and financial benefits that are accrued as a result of participation in competitive sports. As emphasized by one witness in Raleigh, "We must not continue to assume that Title IX magically eliminates the problem of unequal education for men and women, nor must we assume that men and women in education have equal employment opportunities. Title IX has made equal education only right."

In terms of the employment status of women in higher education, discriminatory practices continue to relegate women to low-status faculty

[5] *Washington Post*, August 1978.

and administrative positions, which, to some degree, accounts for women being less likely to receive tenure, to receive research grants, to publish at a level comparable to men, and to receive other professional privileges often awarded to men. One witness testified: "An NEA study reveals that women comprise only 8 percent of full professional appointments in the most prestigious universities." She further stated that "although women of today have more occupational options, a great majority in the field of education are in dead-end jobs characterized by low salaries, limited access to positions of authority, few chances for career development, and disparate health and pension benefits."

A 1979 report of the National Center for Education Statistics shows 50.6 percent of all instructors in public and private institutions are women, yet they comprise only 9.5 percent of the professors. At all ranks from lecturer to professor the difference in annual salaries of women ranges from 3 to 7 percent less than that of men. In Tampa and Raleigh hearings, participants presented strong evidence that no marked change has occurred in the degree to which women are moving into positions of authority; gaining tenure, which often leads to other professional opportunities; and receiving research grants and awards, which normally enhance rank, salary, and mobility. Moreover, the lack of significant research grants to women in higher education tends to limit the field of research devoted to issues of major concern to women. A witness in Tampa testified that "Women account for 6.41 percent of tenured full professors in Florida's public universities, men for 93.59 percent. In the nine universities, women make up 12.49 percent of the tenured associate professors and 25.93 percent of the assistant professors."

A substantial number of witnesses attributed the lack of a significant change toward equity in higher education to the absence of strong monitoring and enforcement of Title IX and other civil rights laws. It was often pointed out that elimination of institutional barriers will continue to be compounded by the growing number of higher education institutions facing monumental fiscal constraints. Witnesses generally felt that in times of inflation women become even more vulnerable as jobs become more scarce and competition becomes more fierce.

Federal Initiatives

The Women's Educational Equity Act Program has supported a substantial number of projects designed to improve equity in higher education. Some include support of the Center for Women Scholars administered by the American Behavioral Research Corporation; a project under the University Council for Educational Administration to publish a journal on emergent leadership; and a University of Cincinnati project to develop pre/inservice training of women in counseling administration.

About 28 percent of the grants awarded by the Fund for the Improvement of Postsecondary Education supported projects that mentioned women's equity as a related concern. Some of the projects funded by FIPSE include a grant to the Polytechnic Institute of New York to encourage minority women in community colleges to continue their education to higher degree levels; a project to support women with degrees in science to obtain employment in their appropriate fields; and a grant to the Organization of American Historians to integrate the history of women into surveys and tales of western tradition.

In the recently passed Education Amendments of 1980 (Higher Education Act), funds will be made available for States to enter into contracts with institutions to support child care services, and cost for child care can now be included in the needs analysis for student financial assistance. In addition, under the Supplemental Education Opportunity Grant program, an institution may use at least 10 percent of its allocation for less-than-half-time undergraduate students; Work-Study Programs may award at least 10 percent of their funds for less-than-half-time students; institutions are encouraged to support the educational goals of students by making every effort to place them in work-study jobs that complement their educational goals; and, under Title I, Continuing Education, States can use funds for the delivery of post-secondary education courses to women at their place of employment or in conjunction with their employer. Further, the Amendments require the Department of Education to collect and report data, when available, concerning the

"To raise society's consciousness level of equal rights for women is to raise society's consciousness level to a richer life for all its citizens."

Jo Ann Norris
N.C. Teacher of the Year 1979–80
Raleigh, N.C.

"In denying women complete access to academic life, the university is also denying younger women much needed role-models."

Judith B. Moody
Assistant Professor
Department of Geology
University of North Carolina
Raleigh, N.C.

effectiveness of programs and projects by sex, race, and age of its beneficiaries.

The Minorities and Women's Research Program in the National Institute of Education has managed more than 50 technical assistance projects concerned with increasing the participation of minorities and women in educational research and development.

PACFW RECOMMENDATIONS

Disparities in the occupational treatment of women in higher education should be eliminated by strictly enforcing Title IX and all laws, Executive orders, and regulations prohibiting sex discrimination in employment. Particular attention should be given to the disproportionate number of women who lack tenure, salaries, job security, and other significant benefits comparable to men. The faculty and administrative staff should reflect the student population which is currently about 51 percent female. Parity of men and women in teaching and administrative positions at all levels of education will not only support the expansion of career opportunities for women, but will also provide critical role models and reinforce the values and concerns of women.

All Federal financial assistance programs should be modified to provide greater support for the growing female population of less than half-time students. In addition, Federal programs that support research projects in higher education should provide set-asides for women researchers to promote their representation and to encourage research that addresses concerns unique to educational and occupational equity for women and girls.

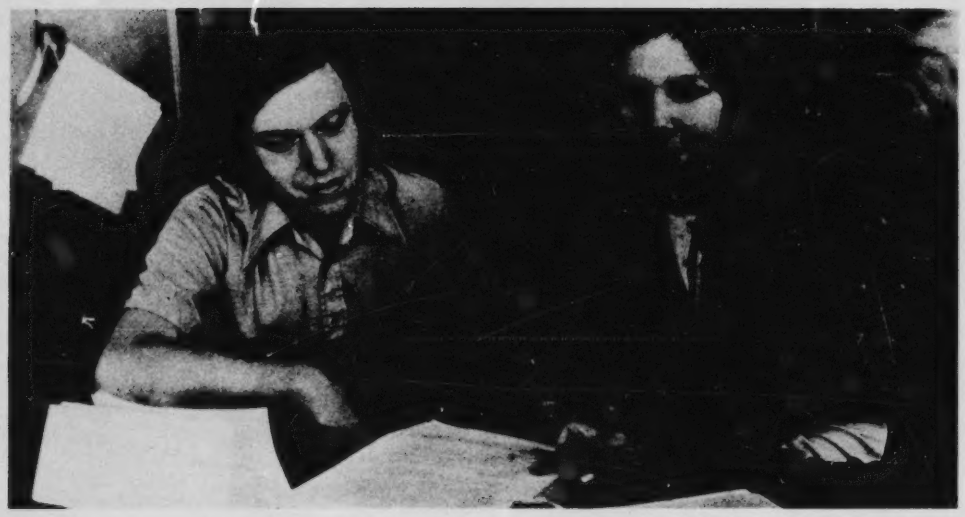
The Department of Education should encourage higher educational institutions to provide for flexible sequences in curricula content and the development of learner centered programs to meet the critical needs of adult female students. New legislation should be supported to encourage the participation of women and girls in mathematics and science as a basis for increasing their enrollment in advanced degree programs in higher education, and to augment their participation in scientific and technical fields in the labor force.

Counseling

National studies indicate that even when school performance of girls and boys is similar, there are relatively consistent and often significant differences in the manner in which they are counseled. This, to some extent, accounts for the disproportionate number of girls and women who choose not to engage in academically accelerated programs. While counseling programs are designed to complement the aspirations and skills of students and to remedy those conditions that might be a hindrance to full development, it is generally recognized that counselors more often than not support the status quo. Since minority women are disproportionately represented in the lowest academic groups, race and sex-fair counseling is critical to their advancement.

The extent to which students explore all educational and occupational possibilities is often largely dependent on the fairness of testing instruments and procedures, career materials and counseling, and vocational literature and consultation. It may be reasonably contended that counselors can and do influence the degree to which students develop positive self-concepts and self-esteem and, consequently, their self-perception of ability. These concerns and more were highlighted in testimony at all three hearings.

Many witnesses underscored the need for counselors and other educators to free their attitudes of age, race, and sex biases and to develop affirmative programs that strongly encourage girls and women to utilize their aptitudes and to pursue nontraditional careers when applicable. A representative of the



"A special climate must be available to the mature, female student. At the onset, the need for counseling and orientation supersedes any need for placement in a specific academic program."
Dr. Sandra H. Wilson
Hillsborough Community College
Tampa, Fla.

American Personnel and Guidance Association indicated that the APGA Senate passed resolutions supporting nonsexist language and prohibiting discrimination on the basis of age, race, and sex. Another witness called for more training programs for counselors designed to reduce sex stereotyping and sex segregated classes, thus facilitating compliance with Title IX.

Parallel to these concerns, several witnesses suggested that counselors should be better trained to understand how race and sex role orientation may influence the full range of choices students make over their entire life cycle. This might include early identification of interests demonstrated by students as a significant factor in assisting in the planning of academic and career development goals that span over the entire 12 years of grammar school or the whole life cycle. It was emphasized that young children are particularly impressionable and, therefore, are ideal candidates for sex-neutral counseling. The gains made at the elementary school level in helping girls to overcome structural societal barriers may result in producing a greater number of female students who reject conformity to traditional role expectations, thus producing a generation of women who are better prepared to meet the dual demands of the future.

Given the increasing undercapacity to provide jobs to all men and women, educational systems will be forced to strengthen the relationship between education and work. With more potential workers competing for fewer jobs, and given the inequities that currently exist in the labor force, improving women's status will require intensification of efforts to produce sex-fair counseling products and procedures at all levels of education. A recurring concern raised throughout the PACFW's hearings was that in view of increasing economic demands on families, the vast majority of women can no longer afford to be relegated to low-status occupations. And educators, particularly counselors, can no longer deny them what amounts to the right to become economically independent.

"Boys excel in mathematics and science through family and school expectations and encouragement. Girls are discouraged from taking these courses as unsuitable for them."
Dr. Janie T. Lawborn
Head, Management Department
Miami-Dade Community College
Tampa, Fla.

Federal Initiatives

Federal initiatives in the area of counseling are integrated into vocational education, career education, and higher education programs, among others. With the exception of career and vocational education, few of these programs address concerns specific to developing sex-fair counseling materials and practices.

Impact on Guidance and Counseling in the Vocational Education Act is a major initiative designed to improve the quality of counseling and guidance materials and services. States are required to spend a minimum of 20 percent of the available funds on counseling programs, which may include inservice training to sensitize counselors to sex-fair practices, and

"It is the greatest responsibility of the school system to open the mind of the child to the almost limitless possibilities for achievement."

Charlotte W. Anderson Tampa, Fla.

improvement of counseling services to reentry women and women interested in nontraditional occupations.

The Career Education Program has included provisions to support equity activities in general, and fair counseling practices specifically in relation to higher education institutions. The Postsecondary Career Guidance and Counseling Program designed to enhance the development and dissemination of nonsexist materials and practices requires project applicants to include criteria for promoting sex fairness, increasing collaboration with organizations concerned with traditionally underrepresented groups including women, and reflecting appropriate representation of such groups in the composition of staff. Projects supported under the Discretionary Program in Career Education, which covers elementary and secondary levels, require applicants to demonstrate effective techniques for eliminating all forms of discrimination on the basis of sex.

The National Institute of Education supported a project undertaken by the National Commission on Working Women which resulted in a report entitled *Working Women Speak: Education, Training, and Counseling Needs.* This report concluded that one of the major problems in counseling is that males are predominant in the field and tend to reinforce traditional sex roles.

Recently, the Women's Education Equity Act Program awarded grants to develop an innovative guidance and counseling program for non-college bound girls; manuals and sourcebooks for counselors who work primarily with adult women; and a career counseling model for educationally disadvantaged women, among others.

PACFW RECOMMENDATION

All Federal educational and employment programs that provide counseling and guidance services should include in program regulations a requirement that counseling materials and practices be sex neutral and reflect the changing and increasingly expanding role of women in the labor force. Federal and State agencies should be encouraged to support pre/in-service training for counselors to promote sex-fair counseling practices, procedures, and evaluation and diagnostic instruments. The Department of Education should encourage States to require counselors to demonstrate their knowledge of promoting sex-fair practices, and encourage States and the testing industry to develop sex neutral ability tests and career measurement tools.

Sexual Harassment

"It is subtle, but insidious and oppressive."

Witness requested anonymity Tampa, Fla.

The National Advisory Council on Women's Educational Programs has stated that sexual harassment constitutes: "generalized sexist remarks or behavior; inappropriate and offensive but essentially sanction-free sexual advances; solicitations of sexual activity or other sex-linked behavior by promise of rewards; coercion of sexual activity by threat of punishment; and sexual assaults."[6]

As a result of increases in reported cases of sexual harassment in education and in the work force, the subject is beginning to gain national attention. It is estimated that 10 to 20 percent of women students have at some time encountered sexual harassment. Although the Office for Civil Rights has not yet amended Title IX regulations to include sexual harassment, the Equal Employment Opportunity Commission has published regulations prohibiting such harassment in the workplace. The publication of regulations, in addition to a number of court cases, has contributed, to some degree, to increases in cases reported on campuses all over the country.

[6] National Advisory Council on Women's Educational Programs. *Sexual Harassment,* Washington, D.C.: Government Printing Office, August 1980.

Given traditional attitudes about women, in the past sexual harassment has been trivialized or viewed as normal and, therefore, acceptable behavior. Little if any consideration was given to the long-term impact of such behavior on the psychological and academic development of students. In addition, minimal attention has been focused on the relationship between sexual harassment and racial stereotyping of minority women. There is evidence that many women are reluctant to report such cases for fear of retribution that could threaten their investment in education. In support of these considerations, a witness in Raleigh indicated that "The key to understanding the powerful impact of such treatment is to recognize that discriminatory incidents occur with some regularity and that the effect on students is cumulative." This same witness went on to say that sexual harassment is a serious problem that deserves serious attention at the national level. She further recommended that students be better informed about their rights; faculty members and administrators be sensitized to the cumulative and often long-term impact of sexual harassment; institutions be encouraged to develop formal grievance procedures that protect students from retaliation and that impose sanctions on the perpetrator; and that sexual harassment be considered as a form of sex discrimination subject to Title IX of the Education Amendments of 1972.

Witnesses felt that the ability of educational institutions to counter sexual harassment will depend largely on the degree to which the Department of Education, Office for Civil Rights, will hold institutions accountable for such acts by imposing stricter sanctions against them. Moreover, it was felt that OCR should give more direction and technical assistance to educational institutions in view of the complexity of sexual harassment.

Federal Initiatives

At the Federal level there have been few initiatives in the area of education established to clarify and highlight sexual harassment as a form of discrimination subject to Title IX of the Education Amendments. Although the Office for Civil Rights has publicly indicated that Title IX prohibits sexual harassment, it has not yet published any interpretations or guidelines to assist federally supported educational projects to combat sexual harassment.

". . . when women object to such remarks, they are often charged with lacking a sense of humor, or nit-picking."
Witness requested anonymity Tampa, Fla.

The National Advisory Council on Women's Educational Programs has undertaken a study of sexual harassment in order to "raise the sensitivity of Federal policymakers to the need for a vigorous Title IX campaign on behalf of students."[7] The Council's report recommends that the Office for Civil Rights develop and disseminate a policy to explicitly establish sexual harassment as sex-based discrimination in violation of Title IX; other Federal agencies issue explicit policy statements prohibiting sexual harassment; technical assistance be provided to the education community to increase public awareness of sexual harassment; and research and demonstration projects be supported to reduce sexual harassment.

"Sexism . . . is ingrained within the fabric of society, and more specifically, within the fabric of our public educational system."
Charlotte W. Anderson Tampa, Fla.

PACFW RECOMMENDATION

An Executive order should be issued explicitly establishing sexual harassment as a form of discrimination which violates the rights of women, as prohibited under Title IX of the Education Amendments of 1972, and further that Federal agencies responsible for enforcing Title IX be required to publish appropriate directives to stimulate public awareness of the magnitude of the problem and to provide policy and program direction for the elimination of sexual harassment.

[7] Ibid.

ISSUES AFFECTING TARGET POPULATIONS

Although women are the most educationally disenfranchised group in this Nation, there is strong evidence of disparate impact of educational policies and practices on a large segment of this population who suffer from cumulative disadvantages and injustices that are rooted in the economic and social fabric of this Nation. The PACFW recognizes that the impact of these differences is strongly associated with cultural, ethnic, economic, social, and geographic conditions, which calls for reforms that are equally as significant as accomplishing educational equity for all women of this Nation.

American Indian/Alaska Native Women

American Indian/Alaska Native women are subject to a wide range of cumulative educational disadvantages from past and present inequities that have had a profound impact on their quality of education and life.

PACFW RECOMMENDATION

Federal initiatives should be developed to support local autonomy of American Indian and Alaska Native schools. Tribal schools, Bureau of Indian Affairs, and contract schools should be accountable to legislative mandates, as required by public schools, in order to meet student needs. Assurances of respect and preservation of the culture and traditional way of life must be recognized within the educational process of American Indians and Alaska Natives. Title IX policies of implementation in Indian education remain unaddressed and competency criteria for school personnel are crucial to the concerns of American Indian and Alaska Native students. All efforts to seek self-determination should be supported and encouraged without the threat of termination. Appropriate measures should be taken to rid Native people of the threat of termination forever.

Asian/Pacific American Women

Many Asian/Pacific women, including Indo-Chinese refugees who may even be illiterate in their own language, are isolated and denied full access to educational opportunities. These combined factors have hampered the entry of Asian/Pacific women into the mainstream of society.

PACFW RECOMMENDATION

Federal initiatives should be designed to promote educational and occupational equity for Asian/Pacific women at all levels of education, and such initiatives should preserve and sustain the values, culture, and language unique to the Asian/Pacific families.

Further, Federal initiatives should support programs that enhance communication skills in Asian/Pacific communities; promote educational and occupational diversity; increase the representation of Asian/Pacific women in all occupational levels of public schools and higher education; and specifically address the educational and occupational needs of Pacific Islanders who are disproportionately represented in low-level occupations.

Black Women

Black women continue to face barriers that are rooted in the social and political fabric of this Nation. Despite the significant contributions they have made to the economic development of this country, Federal policies and practices have failed to bring about significant change in the quality of education and, consequently, in the quality of life of Black women.

PACFW RECOMMENDATION

Federal programs should be responsive to the educational and occupational status of Black women, who are disproportionately represented in low-skilled, low-wage occupations. Further, higher educational programs that provide the

bulk of college trained Black women should be supported, with particular attention to those entering nontraditional programs.

Hispanic Women

The degree to which Hispanic women are represented in educational institutions and in the labor force is indicative of the extent of inequalities they continue to face. The severity of these injustices greatly diminishes their capacity to improve their current condition and the economic and social conditions of future generations of Hispanic women.

PACFW RECOMMENDATION

The use of minimal competency testing of Hispanic students and the elimination of penalties attached to testing programs such as passing the minimal competency test as a requirement for a high school diploma should be discontinued. Federal programs should be designed to facilitate access of bilingual teachers and administrators into public schools and institutions of higher education. The culture and language unique to Hispanic students should be reflected in Federal programs that serve students with limited English proficiency. Educational and occupational outreach programs are critical to the advancement of Hispanic women who are disproportionately represented in low-skilled and low-waged occupations.

Migrant Women

Among all groups of women, migrant women are the most educationally disenfranchised. The extent of educational and economic disadvantages they face requires a large-scale and sustained movement to improve the conditions of a segment of the population that has contributed significantly to the agricultural and economic growth of this Nation.

PACFW RECOMMENDATION

Federal programs should be responsive to the unique lifestyles of migrant families by providing flexible educational and occupational training programs and financial assistance for higher education that meet the diverse social and educational needs of migrant families, and by designing programs that promote equal access to educational and occupational opportunities which will contribute to improving the quality of life for migrant families. The Committee commends the Department of Education on the central record keeping systems of migrant students.

Adolescent Parents

Federal policies, practices, and programs fail to reflect concern for the educational and social needs of a group of women who are denied access at a stage in life when intellectual development is crucial to long-term educational and economic development.

PACFW RECOMMENDATION

Federal programs concerned with adolescent parents should develop comprehensive support services that take into account the need for educational remediation, child care, family and health counseling, and other assistance to support the educational and physical and psychological well-being of young women.

Disabled Women

Disabled women suffer from multiple discrimination which profoundly influences their capacity to function effectively in a society that reinforces traditional sex roles and lacks understanding of handicapping conditions.

PACFW RECOMMENDATION

The Department of Education should ensure full implementation of Public Law 94-142, Education for All Handicapped Children Act, and strict enforcement of Section 504 of the Rehabilitation Act and all current legislation that affects the educational and occupational integration of disabled women. Access should be the highest priority in implementation of these laws.

Elderly Women

With the exception of the Age Discrimination in Employment Act, few Federal policies and programs adequately serve the needs of a growing and increasingly economically deprived segment of our population.

PACFW RECOMMENDATION

Support of the Lifelong Learning Act and expansion of services to the growing number of adult women entering institutions of higher education should be reaffirmed and reflected in policies and programs concerning higher education.

Incarcerated Women

Incarcerated women represent the totality of an abused and neglected population—a population that is stigmatized for life and, consequently, is denied those educational opportunities that are essential to building a productive and meaningful life in a highly competitive society.

PACFW RECOMMENDATION

Innovative and responsive programs that provide educational and occupational incentives to women should be developed as a means of eliminating the stigma attached to offenders and promoting occupational and economic parity for family growth and stability. Rehabilitation programs should reflect the existing job market. Every effort should be made to restore and maintain family life by providing a wide range of support services.

Rural Women

Rural women are often isolated and economically unable to take advantage of educational opportunities comparable to their male and urban female counterparts. The extent of disadvantages they face requires new Federal initiatives and modifications to significantly improve access to educational and training opportunities.

PACFW RECOMMENDATION

The President should reaffirm his commitment to establishing a policy framework to overcome the problems of rural isolation with particular attention to improving outreach, flexibility, access, and equity of rural women in educational institutions and in the labor force. Extension services should be broadened to address the needs of rural women and programs should be designed to encourage the use of media to improve the delivery of educational services to this group.

Single Parents

Single heads of households dominate the bottom of the continuum of social and economic indices in this country. Significant and wide ranging reforms must be reflected in Federal policies and practices to change the future not only for this growing population, but for their families as well.

PACFW RECOMMENDATION

In view of the growing relationship between educational attainment and economic status and in view of the large number of single heads of households who live at the poverty level, the Department of Education should address the unique social and educational needs of families with single heads of households in all Federal initiatives.

Data Collection

Data collection and reporting systems fail to generate the quality and scope of information essential to designing Federal and State educational policies and programs that are responsive to the needs of minority women as a heterogeneous group.

PACFW RECOMMENDATION

Data for establishing needs criteria are embarrassingly lacking for American Indians/Alaska Natives and Asian/Pacific women. Therefore, the Committee recommends that data be collected and reported by sex, by race, by ethnicity for these groups, in addition to Black and Hispanic women who are often identified solely as minorities. All educational and occupational data should be collected and reported for minority women comparable to that of the dominant society with assured identification of data which include more than a single count for each subject.

Chapter IV

HEALTH

The health care system in this country is replete with evidence of inadequate provision for the health needs of women. Women require more health care than men because they are the child bearers and live longer, yet many services to meet their health care needs are unaffordable, uninsurable, or inadequate. We can mention some of the more glaring examples. Public monies for medical research include very little (less than 2 percent) for reproductive problems of women—certainly one of the Nation's major health care problems in view of the epidemic of teenage pregnancies. Women also are the victims in a large percentage of unnecessary surgeries, usually hysterectomies and mastectomies.

A major factor that makes possible such discrimination against women in health care is lack of female participation in decisions at the policymaking level. Males dominate in legislative bodies and in agency policymaking positions. Male-physician domination is gross in the current scheme for health planning represented by HSA's and P.L. 93-641. Males dominate in the administration of health care delivery facilities in this country.

Ernestine Small, R.N.
Greensboro, N.C.
President-Elect of the North Carolina Nurses Association

OVERVIEW

The health of U.S. women is better than it ever has been before. The life expectancy for a woman born in 1977 is 77.1 years.[1] Women are physiologically strong—living on the average of 7.8 years longer than men.[2]

Many of the leading health problems of women are the same as those faced by men. Accidents, cardiovascular disease, and cancer are leading causes of death for both women and men. However, certain problems have been identified as having a particularly significant impact on the health of women, and it is these problems which have been addressed by the President's Advisory Committee for Women.

Advancements in the areas of women's health have come very slowly. The special needs of women targeted by the PACFW are, for the most part, the same as those targeted by each preceding Advisory Committee. The recommendations made by previous Committees have been re-emphasized because of the lack of progress on many of the long-standing problems described in their reports. Examples are numerous.

Since 1970 the number of women entering the health professions as doctors and dentists has been increasing rapidly; however, the percentage appointed to policymaking positions remains small, thereby maintaining a male-dominated health field. Individual physicians are gradually becoming more sensitive to the needs of women, but sexist attitudes within the profession are still prevalent.

In response to the concerns voiced by women about the impersonal and isolated nature of obstetrical practices, "birthing centers" are being established throughout the Nation. These centers, which involve the entire family in home-like surroundings, have yet to become a standard option in all hospitals. Although women have voiced alarm about the rising rates of Caesarean deliveries, the rise continues. While the disfiguring Halsted radical mastectomy is no longer being used as the standard procedure for breast cancer, women with breast cancer are not always informed about the various options of therapy available to them. A safe, inexpensive contraceptive agent has yet to be developed.

Women continue to represent a disproportionate number of the mentally ill because society's sexist attitudes, which have a negative impact on the mental well-being of women, have not been effectively addressed. In spite of the fact that special treatment needs of women who abuse drugs or alcohol have been identified, few treatment programs are designed to meet those needs.

In some areas the problems have become worse. With increasing numbers of sexually active adolescents, the serious consequences of adolescent pregnancy for both the mother and child are more apparent. At the other end of the life spectrum, with life expectancy increasing and with women outliving men, the health problems of old age will be experienced by more women.

Smoking, a health problem not previously addressed by preceding Advisory Committees, was targeted by PACFW as an issue of particular significance to women. For some years smoking has been seen as a man's health problem. It was believed that women were immune to the damaging effects of smoking. Research has conclusively shown this not to be the case. In fact, it is predicted that within 3 years deaths from lung cancer in women will surpass those from breast cancer. During the past decade men have become aware of the hazards of smoking and the percentage of men who smoke has decreased dramatically while the percentage of women who smoke has decreased little. In fact, at ages 17 through 19 more young women smoke than do young men.[3]

[1] *Health, United States, 1979;* Office of Health Research, Statistics, and Technology, National Center for Health Statistics, DHEW Publication No. (PHS) 80-1232, p. 138.

[2] *Vital Statistics of the United States,* Volume II, Section 5; Lifetables; National Center for Health Statistics, 1977.

[3] *The Health Consequences of Smoking for Women: A Report of the Surgeon General,* DHEW (PHS), Office of the Assistant Secretary for Health, Office on Smoking and Health, Jan. 1980.

It is depressing that the progress made in the areas of women's health has been so slow—there remains much do be done in the future. With more young women entering the health professions and with greater awareness and participation of women as utilizers of health care, there is hope that progress in the future will come about more rapidly.

Minority Women

Although there is greater awareness of the special health problems of minority women, these problems have yet to be adequately met. The health care needs of minority women have never been comprehensively studied. Infant mortality rates for Blacks and American Indians/Alaska Natives (7.6/1,000 and 7.3/1,000 live births, respectively) are double those for the white population (3.6/1,000). Maternal mortality is over three times greater than for whites. Life expectancy for Black women is lower than that for white women (68.3 years versus 75.5 years in 1975). The incidence of cervical cancer and of diabetes is higher in nonwhite than white women. Hypertension occurs more frequently in Black women than white women.

The influx of refugees from Southeast Asia is expected to have an adverse impact on the health status of Asian/Pacific American women. Both Asian/Pacific American women and Hispanic women share the need for bilingual services in health care facilities. All minority women face additional stresses in their lives because of racism. These stresses, compounding those due to sexism faced by all women, threaten the mental well-being of minority women.

The Delivery of Health Care

"All too often, women feel they never had a choice: their physician dictated what their method would be, discounting the women's feelings and concerns while assuming a condescending, paternalistic view."

Elaine Barney
Director of the Women's Health Counseling Service
Raleigh, N.C.

The majority of the utilizers of the health care system are women. Women have more visits to physicians and higher rates of surgery than men. They require numerous reproductive health services. Since women live on the average longer than men, the chronic problems of old age are primarily experienced by older women.

The field of health, however, has a long tradition of being male-dominated. The detrimental effects of this domination on the care women receive can be seen in a number of ways:

- Prevailing sex stereotyping attitudes of the providers have a negative impact on care rendered. For example, male physicians tend to do more extensive workups for the complaints of male patients than for identical complaints of female patients.
- The direction of money spent on research has often not optimally met the health needs of women. An example is that more funds are channeled into research involving oral contraceptives instead of the barrier methods which involve less personal risk to women.
- The health care services rendered have not been sensitive to the needs of women. In 1976 less than 3 percent of alcohol treatment facilities funded by the National Institute on Alcohol Abuse and Alcoholism were designed for women. Appropriate use of surgical procedures on women has been questioned. In 1977 hysterectomy was the third most frequently performed surgical procedure, exceeded only by biopsies and D&C's.

Health insurance is more likely to be a problem for women than men, and as Congress deliberates national health insurance during the decade of the 80's, consideration must be given to the special needs of women.

Catherine Fogel, an R.N. from Chapel Hill, N.C., stressed the "involvement of the client in a collaborative role in all aspects of her health care." Speaking in the area of birth control, Elaine Barney, Director of the Women's Health Counseling Service in North Carolina, stated that "too often, women feel they never had a choice: their physician dictated what their method would be, discounting the women's feelings and concerns while assuming a condescending, paternalistic view of a woman's role as patient, not as a consumer of health care."

Testimony was heard from women of many minority groups relating how the delivery of health care was not meeting their needs. Cheryl Beasley, an R.N. and member of the Lumbee tribe, stated that, "the Indian woman in North Carolina is in a double bind when seeking health services. She experiences the health problems and lack of appropriate health services experienced by all American women. In addition, the Indian woman must suffer the health problems of those who do not match the picture of the American dream. As a member of an ethnic minority, she must cope with poor

access to health care; then when care is accessible, it is fragmented and given by those who do not understand her needs as a woman or her role in the Indian family."

Alice Sanchez from Lafayette, Colorado, brought up the need for bilingual personnel in health care facilities. In Raleigh, N.C., Vickie McCullen, representing the Migrant and Seasonal Farm Workers Association, spoke of the migrant women's "low participation in (the) limited available programs which are already overloaded with 'locals' and cannot or will not accept the migrants who are 'outsiders'."

Federal Initiatives

The Privacy Act of 1974 grants individuals access to records maintained by Federal agencies, including medical records on the individuals. Pending legislation proposed by the administration would extend the individuals' access to hospital records, including in-patient and out-patient records. Several States already have laws allowing patients access to their medical records.

In FY'79 the Federal Food and Drug Administration, with the support of the White House Office of Consumer Affairs, proposed comprehensive patient labeling for drugs.

In FY'79 the HEW Steering Committee on Women's Issues called for an increase in the number of female representatives on advisory committees for obstetrical and gynecological devices.

Several national health insurance proposals have been submitted to Congress for consideration. One of these proposals was developed by the Carter administration.

PACFW RECOMMENDATION

Intensive efforts should be made by the Equal Employment Opportunity Commission (EEOC) to obtain regulations leading to equal pay for work of equal value, and should interpret Title VII to include equal pay for work of social value. By increasing women's incomes, most health care delivery problems can be decreased.

Women as Health Professionals

Historically, women have been the healers, but since the beginning of modern medicine they have practiced from the less influential health professions. They have been vastly underrepresented at the level of physicians, dentists, and pharmacists. This situation began changing during the 1970's when the number of women entering American medical schools dramatically increased from 1,256 in 1970-71 to 4,149 in 1977-78.[4] At the same time the percentage of women in academic positions has not markedly improved. In 1978 there were 15.2 percent women on the faculties of medical schools compared with 13.3 percent 10 years earlier.[5] In 1973-74, 5.9 percent of assistant deans, 3 percent of associate deans and 0 percent of full deans were women. Likewise, 0.6 percent of department chairpersons in the basic sciences and 1.7 percent of department chairpersons in the clinical sciences were women.[6] Increasing the number of women in academic positions is important because the Nation's health policy-makers generally come from the academic ranks. At the National Institutes of Health as of September 1979 there were 152 women among the 492 active members of advisory committees. Representing minority women

[4] Wallace, Helen M., "Women in Medicine," *Journal of the American Medical Women's Association* 35:8, Aug./Sept. 1980, p. 201.

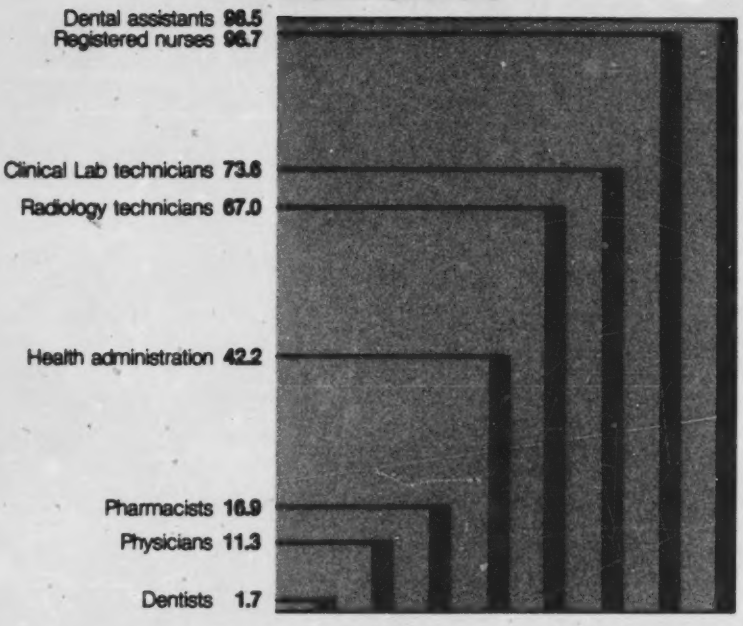
[5] Wilson, Marjorie P., "The Status of Women in Medicine: Background Data," presented at a Johns Hopkins University conference, *Woman, M.D.*, Oct. 1979.

[6] Witte, Marlys H.; Arem, Arnold J.; and Holguin, Miguel; "Women Physicians in the U.S. Medical Schools: A Preliminary Report," *Journal of the American Medical Women's Association* 31:5, May 1976, p. 211.

were 21 Black women, 9 Hispanic women, 7 American Indian women and 6 Asian/Pacific American women.[7]

The progress which began during the 1970's is only now becoming reality as the women who began their training during that period of time

Percentage of Women in Selected Health Professions



are now emerging as health care providers. It is encouraging to see more women entering those health professions that dictate health policy. These young women are the key to reaching the goal of women directing health policy to meet the needs of women.

Ernestine Small, speaking on behalf of the North Carolina Nurses Association, emphasized the need for women in policymaking positions. She stated, "A major factor that makes possible such discrimination against women in health care is lack of female participation in decisions at the policymaking levels."

Gayle Briggs, Chair of the Committee on Sexism for the Colorado Division of Mental Health, related that "there are no women directors of mental health centers or clinics in the Colorado Mental Health system" and that "there are few women in the higher levels of mental health management—it appears that the number of women in top level positions in the mental health system is decreasing."

In addressing the concerns of nurses, Gail Hallas, an R.N. from Florida, described "grave unrest among women in the nursing profession." She said that "there is an extremely high employment turnover rate of nurses within health care facilities. Many reports are up to 80 percent annually. This is caused by poor working conditions, overwhelming job dissatisfaction, low wages, and long hours (double shifts and ten-day stretches are not uncommon)."

Federal Initiatives

Research findings show that one of the barriers to women entering the nontraditional health professions is their frequent deficiency in math and science. Women and girls tend to avoid these subjects for fear of failure and also through biased counseling. The Department of Education is committed to overcoming such bias and stereotyping of girls and women in its education programs and is encouraging States to develop projects which will address the problem of math and science anxieties.

Sections 799a and 845 of the Public Health Service Act prohibit discrimination on the basis of sex in the admission of students to health training schools or centers.

Women are serving in the following policymaking positions in the Department of Health and Human Services: Deputy Assistant Secretary for Planning and Evaluation/Health; Deputy Assistant Secretary of Health Policy, Research, and Statistics; Chief Nurse Officer; and Director of National Center for Health Statistics.

[7] *Appointment of Women and Minorities to Advisory Committees*, Monthly Report, Sept. 1-30, 1979, prepared by ADAMHA-CMO, October 3, 1979.

As of March 31, 1980, women were serving on the following agency health committees:

Agency	Total Number of Committees	Members Serving	Women Serving
Alcohol, Drug Abuse, and Mental Health Administration	36	511	165
Center for Disease Control	3	42	9
Food and Drug Administration	30	356	101
Health Resources Administration	5	68	26
Health Services Administration	5	38	14
National Institutes of Health	139	2001	440

PACFW RECOMMENDATION

It is essential that women fill policymaking positions in the governing institutions. The appointment of women to visible professional roles in universities and professional schools is a vital step in the recruitment of young women. Affirmative action laws must be enforced.

Health Education

In recent years Americans have become more aware of the importance of preventive health practices. As increasing numbers of life-threatening infectious diseases are brought under control, it has become clear that many of us will die of chronic diseases. As the chart indicates, 75 percent of all deaths in this country are due to degenerative disease such as heart disease, stroke and cancer.[8]

Although the causes of chronic diseases are complex, research is beginning to reveal those risk factors which can be reduced through preventive measures.

Effective preventive efforts must begin early in life. As more women enter the work force, children spend more time in child care centers. These centers have the opportunity to reinforce good eating, exercise, and hygiene habits that can set the pattern for a healthy lifestyle. As children enter school, the need grows for awareness and understanding of good health practices, but with the "back-to-basics" movement, subjects like health are frequently neglected. Children often do not receive health instruction from teachers trained specifically in health education. Food served in school lunch programs can be used to demonstrate the proper usage of salt, sugar, and fat in the diet. Good exercise programs must be stressed for girls as well as boys. Beyond the school years, in the work place exercise programs and facilities, which in the past have not always been made available to women employees, have an important role in preventive health. Continuing health education can show adults how to lead a healthy lifestyle and how to

"To fulfill a collaborative role in all aspects of her health care, education is mandatory."
Catherine Fogel, R.N.
Raleigh, N.C.

[8] *Healthy People: The Surgeon General's Report on Health Promotion and Disease Prevention*, DHEW (PHS) Publication No. 79-55071, 1979, pp. 1-2.

participate knowledgeably in their own health care. Greater knowledge of health can help parents pass along good health habits to their children. Only then will we break the vicious cycle whereby uninformed children become uninformed adults who then raise uninformed children.

The philosophy of health education was expressed by Bonnie Davis, Extension Home Economics Agent in No th Carolina. Speaking particularly about nutrition she stated, "it is important to help people help themselves. It corresponds to the old proverb: 'If you give a man a fish you feed him for a day; if you teach him how to fish, you feed him for life'." Davis further related that "poor food habits are not practiced solely by the poor, but improved food habits and nutrition often can help lift the poor up the economic ladder."

The need for health education was emphasized by many other testifiers. "More awareness on the part of women of preventive measures" was stressed by Robin Krivanek, representing the Florida Gulf Health Systems Agency. Elaine Barney, Director of the Women's Health Counseling Service in North Carolina, noted that women have a "lack of knowledge or misinformation about the method of birth control." Vickie McCullen from the Migrant and Seasonal Farmworkers Association described the need for nutritional education among migrant women. In order for a woman "to fulfill a collaborative role in all aspects of her health care," said Catherine Fogel, an R.N. from N.C., "education is mandatory."

Tom Gilmore, Deputy Secretary of the North Carolina Department of Human Resources, called for "health education programs to be stepped up all across this country."

Federal Initiatives

In April 1979 the Office of Comprehensive School Health was established in an answer to Congress' directive for the Office of Education to work with the Public Health Service to increase efforts in health promotion and disease prevention. This newly created office is acting as an advocate and coordinator of comprehensive school health.

In 1978 the Elementary and Secondary Education Act, Title III, Part I (P.L. 95-561) authorized $10 million to establish and support programs of health education in elementary and secondary schools but no dollars were appropriated.

PACFW RECOMMENDATION

Funds should be appropriated for health education through the Elementary and Secondary Education Act of 1978 (P.L. 95-561).

Smoking

Smoking may well prove to be the major health problem facing women in the 1980's. While the hazards associated with smoking in men have been widely recognized, the prevailing myth has been that women are somehow immune to the damaging effects of smoking. In stark contradiction to that assumption stand the findings of a recent report of the Surgeon General, *The Health Consequences of Smoking for Women*. Released January 1980, this report has brought to national attention these facts:

- Cigarette smoking is associated with cancer of the lung, larynx, oral cavity, esophagus, bladder, and kidney in women.
- In one-fourth of all cancer deaths among women, cigarette smoking is a contributing factor.
- Women who smoke are 2.5-5 times more likely to develop lung cancer than women who do not smoke.
- Within 3 years, more women are predicted to die from lung cancer than from breast cancer.
- Chronic bronchitis, emphysema, chronic sinusitis, peptic ulcer disease, and arteriosclerotic heart disease all are common in women who smoke.
- The incidence of coronary heart disease is twice as high for women smokers, and the risk of death from stroke (due to intracranial hemorrhage) is 3 times greater.
- Women who smoke heavily and use oral contraceptives at the same time face 20 times the risk of myocardial infarction (heart attack) than do nonsmoking women.
- Pregnant women who smoke give birth to infants of lower birth weight. (The greater the amount smoked during pregnancy, the greater is the reduction in birth weight. When a woman stops smoking early during pregnancy, however, the risk of low birth weight is reduced.)
- The incidence of "sudden infant death syndrome" is more common in babies whose mothers smoked during pregnancy.

Since 1965 the percentage of men who smoke has decreased dramatically—down from 51.1 to 36.9 percent in 1978. Among women the decrease has been far smaller, dropping from 33.3 to 29.9 percent. Of great concern is the fact that by ages 17 to 19, more young women smoke than do young men.

The decision to smoke may be a personal one, yet, a recent study conducted at the University of California at San Diego demonstrated that the lung functions of nonsmokers are adversely affected by environments containing smoke from coworkers.[9] A growing body of research lends support to the conclusion of the Surgeon General's Report: "The reduction of cigarette smoking is the keystone in our nation's long-term strategy to promote a healthy lifestyle for women and men of all races and ethnic groups."

Federal Initiatives

In response to the Surgeon General's Report, the Department of Health and Human Services has begun a campaign to educate women about the health hazards of smoking. The campaign, carried out by the Office of Smoking and Health, has particular emphasis on reaching pregnant women, minority women, and adolescent girls. Approximately half of the $500,000 budgeted for public service advertising will be used for educational efforts targeting women.

In addition, the Office of Smoking and Health is involved in planning for creation of a national Women and Smoking Network. This Network would coordinate the information activities of the Federal Government and the voluntary health sector, and be liaison with health professionals.

"The reduction of cigarette smoking is the keystone in our nation's long-term strategy to promote a healthy lifestyle for women and men of all races and ethnic groups."

The Surgeon General
The Health Consequences of Smoking for Women

[9] White and Groeb, "Small-Airways Dysfunction in Non-Smokers Chronically Exposed to Tobacco Smoke," *New England Journal of Medicine*, March 27, 1980.

PACFW RECOMMENDATION

The leading controllable cause of rising morbidity and mortality in adult American women is smoking. No techniques are available to alter the incidence of breast cancer, but lung cancer in women was a rare disease until the current era and can be controlled by eliminating smoking. The Office of Smoking and Health is understaffed, underhoused and underfunded. It is not a priority item in the national health programs. The PACFW recommends greatly increased funding for the Office of Smoking and Health, with targeted funds for increased outreach to educational institutions, churches, television stations, and publishers of magazines and comic books to create a different image of the adolescent smoker.

Mental Health

"Society still sees a woman as helpless, dependent, and passive. Women are seen as less powerful people. Women also learn to view themselves in that role."

Gayle Briggs
Denver, Colo.

U.S. women are faced with many stresses in their lives that threaten their mental well-being. Women entering the work force have faced sexism which has kept them powerless in lower paying jobs. Women heading single-parent families are forced to work to support their families while at the same time caring for their children and home. Finding adequate child care at a price they can afford is an added stress. Women who are not forced to work but choose to often are plagued with feelings of guilt when their responsibilities as mothers conflict with the demands of their careers. Due to divorce or death of husbands, many middle-aged and older women find themselves alone and independent for the first time in their lives—a change that is deeply stressful.

Minority women have additional stresses in their lives. They experience conflicting identities between themselves as members of an ethnic group with its set of values and themselves as U.S. citizens with the values of the larger society. The recent refugee women suffer from being uprooted and having to adjust to a different society.

One of the major mental health problems faced by women is that of depression. There are 175 women hospitalized because of depression to every 100 men, and 238 women receive outpatient treatment for depression to every 100 men.[10] The powerlessness experienced by women and the traditional "feminine" behaviors (helplessness and dependency) encouraged by society are contributing factors of depression. Once women seek treatment, they find the same sexist attitudes in the health professionals who serve them. Therapy influenced by traditional "feminine" ideals and encouraging traditional "feminine" roles contributes to the despair of the woman seeking help. The overprescription of psychotropic drugs further complicates the situation.

"The special needs of women are not adequately being met," emphasized Gayle Briggs of Lakewood, Colorado. "The pressures for a woman of living in a sexist culture add a special dimension to women's mental health problems. Sexism and victimization of women are

[10] *Summary—Report of the Special Populations Subpanel on Mental Health of Women*, submitted to the President's Advisory Commission on Mental Health, Feb. 1978.

increasingly exposed. Society still sees a woman as helpless, dependent, and passive. Women are seen as less powerful people. Women also learn to view themselves in that role. The lower self-esteem of women as a group has been well documented."

Dr. Martha Bernal of Denver spoke about the additional stresses Hispanic women face as minority women. Gerontologist Patricia Walters from Tampa addressed the stresses faced by older women. She revealed that many older women who find themselves divorced or widowed "have never seen themselves as separate beings, never had an identity or learned to care for themselves without anyone's help."

Anne Fishel, a psychiatric nurse from Chapel Hill, N.C., related that "employment has been shown to have clearly positive effects on women's health; however, the triple responsibility of work, child-rearing and household management place women under great stress and future health will be further impaired unless adequate social supports are established, and soon!" She recommended that "passage of ERA, implementation of affirmative action plans and a reduction in the extent to which jobs are segregated by sex would raise the earning potential of millions of women. The resultant increase in income would reduce the impact of life stress and raise the self-concept of women on a scale not possible through remedial psychotherapies."

Federal Initiatives

During 1977 President Carter established a Commission on Mental Health to review the mental health needs of the U.S. population and make recommendations on how these needs might be best met. A special populations subpanel studied the special needs of women. This subpanel reported "since there is no scientific evidence to suggest that women are innately more vulnerable to mental illness, we conclude that our usual social institutions have a differential and more stressful impact on women. Compounding these ordinary events are extraordinary experiences to which women are also subjected, such as rape, marital violence and incest." The subpanel went on further to say that "any carefully conceived national strategy for the prevention of mental illness and the promotion of mental health must have as one of its basic goals eradication of sexism and racism in the larger society."

PACFW RECOMMENDATION

The National Institute of Mental Health should increase its research and training programs in the area of depression in women.

Substance Abuse

Substance abuse among women is of deep concern. It is estimated that 2 million women are dependent on prescription drugs. In 1975 more than 229 million prescriptions for psychotropic drugs were filled. Of these prescriptions, 80 percent of the amphetamines, 67 percent of the tranquilizers, and 60 percent of the barbiturates/sedatives were for women.[11] Sex stereotyping attitudes held by physicians are considered to play a role in the over-prescription of psychotropic drugs to women.

There is no accurate data as to the number of women who are alcoholics. Alcoholism in women tends to be a hidden problem because of the social stigma associated with a woman alcoholic. In certain segments of the population (for example, American Indians) alcoholism is a particularly grave problem. If a pregnant woman drinks heavily (more than two drinks a day) her infant may develop the Fetal Alcohol

[11] *Report of the Special Populations Subpanel on Mental Health of Women*, submitted to the President's Advisory Commission on Mental Health, Feb. 1978.

Syndrome and may be born dependent upon alcohol.

When a woman dependent on drugs or alcohol seeks treatment, she is faced by significant barriers. Only a limited number of facilities accept women and few programs are sensitive to the special needs of women. These needs include: provision for child care, therapy for the children, involvement of the family in the woman's therapy, non-sexist attitudes on the part of the health professionals, job-training and support networks for the future.

"I found that drug programs typically reflected society's male hierarchy."

Anonymous woman who was formerly addicted to drugs. Raleigh, N.C.

During the Raleigh hearing the plight of women who are seeking help for their substance abuse was vividly described by an anonymous 28-year-old married white woman who was formerly addicted to drugs. In her testimony, presented by a friend, she stated, "I found that drug programs typically reflected society's male hierarchy; few women had an active role and few women participated. When we did participate, we faced several unique challenges in addition to the difficult task of becoming drug-free. Since drug programs reflected society's structure, sexism was rampant. On admission, women's health needs were neglected, women with children were almost automatically eliminated from residential care, and finally, women faced destructive stereotyping. It was an assumption that we as female drug abusers suffered from poor relationships with our fathers, feared men, mistrusted women, and were sexually promiscuous. Therapy concentrated on these problems. Little consideration was given to my self-esteem, consciousness raising, educational skills development, or to spending time with older women.

"My therapy usually focused on helping me to find my long-lost femininity and regain my chastity. Vocational and educational services were rarely encouraged or offered. Once I completed therapy, my chances of becoming employed were rare. I might have been drug-free but was still unskilled and uneducated.

"During my treatment in that drug abuse treatment program, I was depersonalized and desexualized in terms of dress and hairstyle and then assigned the traditional woman's tasks of kitchen duty and cleaning detail while the men had their stereotypical duties of yard work and maintenance. It was quite a mixed message. "We women were encouraged to look feminine but not whorish. We were told to find the right man who would take care of us. In other words, we were told to go back to being the stereotypical woman with no options, which for many of us had created the problems leading to drug abuse in the first place. Teaching women to cope better in their feminine stereotypical roles without options is no treatment program. Women often left treatment free of drug addiction, but still a second class citizen. The problems became even greater upon release..."

In Denver, Arlene Wimmer, Muriel Ashmore, and Rose Robe testified about the tragedy alcoholism has brought to American Indian women and their families. Robe described the "low self-esteem, depression, apathy and loss of identity" in the American Indian substance abuser, and Wimmer asked what alternatives do these women have. Ashmore called for "programs that will treat alcoholism and give them back an identity in their culture."

Federal Initiatives

In FY '79 the National Institute on Alcohol Abuse and Alcoholism funded programs especially for women. This marked the beginning of programs to test better methods of treating alcohol abuse in women.

A major HHS initiative is the Fetal Alcohol Syndrome Program, a public education program providing information regarding the effects of a mother's drinking habits on her unborn child. Currently funded research will provide data on the extent and causes of alcoholism in women and the relationship of specific consumption patterns to women's biomedical and psychological problems.

NIAAA is preparing a paper entitled "Pioneering Efforts in Treating Problem Drinking Women." It addresses the findings of the first seventeen NIAAA programs.

PACFW RECOMMENDATION

More women need to be trained in the mental health care delivery program. More non-health personnel should be trained in specific programs at NIH to deal with substance abuse and depression in women. Funding should be

made available to lay organizations such as Alcoholics Anonymous to establish additional programs in under-served areas with minority populations.

Older Women

Demographic studies in the United States indicate that the elderly (defined as those 65 years or older) constitute the most rapidly increasing segment of the population.[12] Because women outlive men by an average of 7.8 years, the majority of older Americans are female; thus the health problems of old age tend to be older women's issues.[13] These problems tend to be of a chronic nature requiring extensive therapy. Poor nutrition, dental trouble, and cancer are problems faced by all elderly. Other problems affect only older women (i.e. cervical cancer) or are much more prevalent in women than in men (i.e. breast cancer and osteoporosis). By age 90, 80 percent of women will have osteoporosis and 20 percent will have suffered a hip fracture.[14] Because so many older women are widowed (approximately two-thirds) and are more likely than men to live alone, mental health is often a problem—particularly loneliness and depression. Many health problems are intensified by poverty, and half of the elderly have annual incomes of $3,000 or less.[15] The lack of or inaccessibility of transportation makes it difficult for many to use the health services available. Substandard housing is another frequently encountered problem.

While only 5 percent of all elderly are institutionalized, only 1.1 percent of Medicare funds are spent on home health services.[16]

Access to these services is a most pressing need. Services such as meals-on-wheels, cleaning and cooking, and health care would allow older people the chance to stay at home amid familiar, comfortable surroundings and avoid unnecessary institutionalization.

"Older women in the U.S. are in 'triple jeopardy,'" said gerontologist, Dr. Edith Sherman from Denver, Colorado. "They are underprivileged and 'at risk' on these separate scores. First as females, with a long history of inequitable treatment and differential opportunities. Second—as 'aged' members within the female gender who suffer multiple and inflated disabilities as a consequence of being 'old' compared to their male counterparts. Third—as the 'poor' or 'poverty' category within the older population in proportions and to an extent not warranted by their actual numbers and ratios to the generalized 'poor'."

Judith Travis, an R.N. representing the Visiting Nurse Association of Hillsborough County, Florida, added that "improvements in the delivery of medical care, with a concomitant increase in life-sustaining medications and treatments, have done much to prolong life. The question before us now is how to improve the quality of these lives which we have prolonged. Life expectancy has increased tremendously so that we now have a category of elderly aged seventy-five and above. During the latter years of one's life change becomes exceedingly difficult. The comfortable, familiar surroundings of home are of vital importance. There is a humane and cost-effective mechanism available through which many of our elderly citizens can remain in their own homes. The

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Judith Travis, R.N.
Visiting Nurse Assn.
Tampa, Fla.

"Older women in the U.S. are in 'triple' jeopardy."
Dr. Edith Sherman
Gerontologist
Denver, Colo.

[12] White House Conference on Aging.

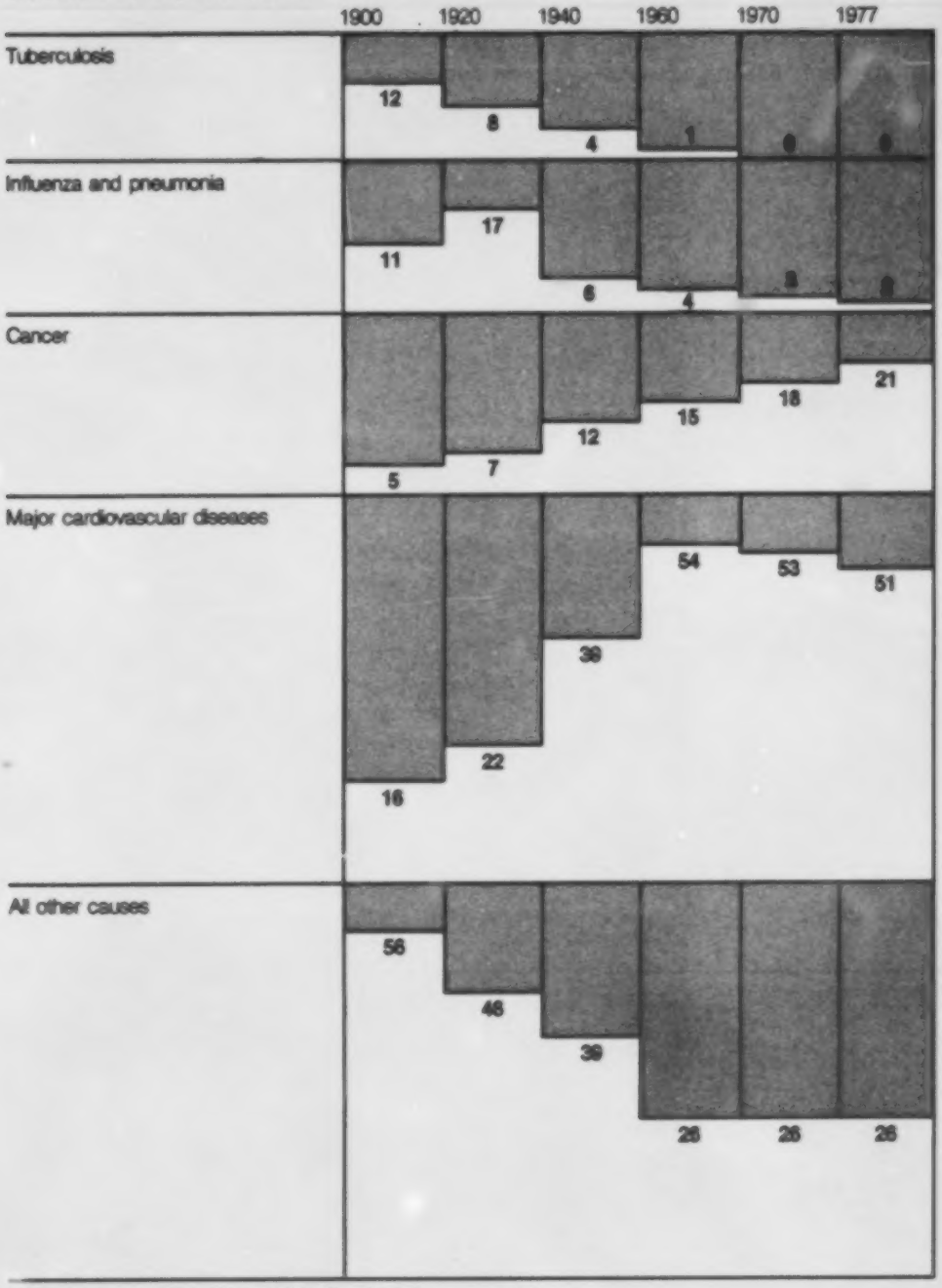
[13] *Vital Statistics for the U.S.;* Vol. II, Section 5; National Center for Health Statistics, 1977.

[14] Schiff, Isaac and Ryan, Kenneth J.; "Benefits of Estrogen Replacement", Boston Hospital for Women, Harvard Medical School, NIH Consensus Conference Paper.

[15] *The Older Woman: Continuities and Discontinuities,* Report of the National Institute on Aging and the National Institute of Mental Health Workshop, September 1978, p. 1.

[16] *Roundtable Report,* Volume IV, No. 4, Women and Health Roundtable, A Project of the Federation of Organizations for Professional Women, Feb. 1979.

Deaths for Selected Causes as a Percent of All Deaths: United States, Selected Years, 1900–1977



NOTE: 1977 data are provisional; data for all other years are final.

Source: National Center for Health Statistics, Division of Vital Statistics

problem now is how to improve the barriers that are being erected which prevent this from happening."

Another concern voiced by Virgie Cone, Director of the Area Agency on Aging for District III—Florida, is the cost of medical services. "Medicaid to help those with low incomes has problems," she stated. "Reimbursement delays and minimal service coverage cause physicians to be reluctant to accept Medicaid patients."

Federal Initiatives

The Long Term Care Task Force (established by the Under Secretary of HEW) is looking at the inequities in the Medicaid program. The Task Force has a particular interest in the provision of the Medicaid program which provides support for nursing home care but will not pay for health care services in the sick individual's home. Such care would facilitate independent living and postpone or prevent the need for nursing home care. The Task Force is proposing an amendment which would provide medical funds for home health service.

The Title XX Program of the Social Security Act provides and helps to coordinate a comprehensive range of in-home and community based social services. States have identified five target groups, one of which is the elderly, although women are not singled out as special beneficiaries. The estimated expenditure for home-based services in 1979 was $570 million. These services included: Homemaker Services, Home Management Services, Home Health Services, and Chore Services.

The Title XX Program of the Social Security Act authorizes States to provide transportation to and from service providers or community resources and facilities, including medical and health facilities.

The Nurse Training Amendments of 1979 provided for the inclusion of geriatric training programs under Section 820, Special Project Grants and Contracts. Twenty-seven grants totaling $2 million have been awarded to medical, nursing, and allied health professions schools.

PACFW RECOMMENDATION

Title XX of the Social Security Act should be expanded for homemaker services, home management services, and home health services for older women.

Contraception

Being able to control fertility has had a positive effect on the lives of U.S. women. The health of women and their infants is improved when women choose to have children at the optimal time in life (20-35 years of age), space the births, and limit the size of their families. In addition, women can then choose to participate in the work force. Greater numbers of women are practicing contraception; however, not all women have access to family planning services. Estimates are that 4.5 million low and marginal income women, in addition to 1.7 million teenagers, are not receiving family planning services that they need.[17]

Women can choose among a variety of birth control methods but not one is ideal. Birth control pills and intrauterine devices generally offer better protection from pregnancy than the barrier methods but are associated with greater risk to the health of women. Because of the

[17] *Family Planning;* prepared by the Alan Guttmacher Institute; 1220 19th Street, N.W., Washington, D.C.; April 1980; p. 4.

adverse side effects of birth control pills, more women are choosing the safer barrier methods. While 64 million prescriptions for birth control pills were filled in 1975 by retail pharmacists, only 49 million were filled in 1978.[18] In comparison to the number of options available for women, the condom and sterilization are the only currently available male methods of contraception. During fiscal year 1978, $6,011,000 was spent on female contraceptive development with only $966,000 being spent on male contraceptive development.[19]

"To date, there is not one method of birth control that is safe, 100 percent reliable in user effectiveness, easy to use, inexpensive and under the control of the woman herself," emphasized Elaine Barney of North Carolina. "How sad an indictment: we live in a society which spends billions on research into outer space and can put people on the moon; we spend billions to subsidize auto industries and other economic interests; yet women are faced with a limited choice of birth control methods that are not entirely safe nor entirely effective."

Alix Perry of Florida stressed that "women who are now emerging as full individuals seeking autonomy for their own aspirations are recognizing the fact that complete independence rests on two basic capabilities. The ability to be self-supporting and the ability to control one's fertility. And these two capabilities are inalterably intertwined. Without the ability to avoid pregnancy and childbearing, educational plans are disrupted, marketplace experience curtailed and too often inappropriate marriages hastily consummated." She went on further to state that "contraceptive services and counseling by adequately trained and sensitive individuals is a need that must be met for all ages regardless of ability to pay for services."

Federal Initiatives

The primary objective of the HHS' family planning services, supported through a variety of programs, is to provide family planning and related reproductive health services to all low-income adult women and to sexually active adolescents.

[18] Colen, B.D.; "Use of Birth Control Pill Down Sharply Nationwide," *The Washington Post*, Nov. 3, 1979.

[19] Op. Cit., *Roundtable Report*, Vol. III, No. 2.

Regulations for Title X of the Public Health Service Act, the chief source of funding for family planning services, require that priority be given to serving low-income individuals. In addition, P.L. 91-572, the Family Planning Services and Population Research Act of 1970, indicates that incomes of individuals desiring services are to be considered as a factor in awarding family planning service grants and contracts.

As a result of initiatives launched by the Federal Government, a diverse group of clinics, located in all parts of the country and administered by a variety of public and private agencies, have been established in the last decade and now provide services to more than 4 million persons each year. The clinics also provide low- and marginal-income women with basic health screening services they might not otherwise receive. On-going HHS efforts to improve the availability and quality of the services include:

- Information and education programs;
- Innovative approaches to service delivery;
- Research to improve the quality of care in all organized family planning programs;
- Technical assistance to local clinics, centers, and other health agencies.

Alleged abuses associated with federally funded sterilizations prompted HEW to issue its April 18, 1974, regulations. These were revised in 1978, and new regulations were published and became effective March 8, 1979. They seek to limit funding to sterilizations which are voluntarily requested. Major features of the new regulations include a longer (30-day) waiting period; increased physician responsibility for assuring informed consent; restrictions on the Federal funding of hysterectomies; and a prohibition on the Federal funding of sterilizations of persons under 21, mentally incompetent persons, and institutionalized individuals.

HEW established a Task Force on Diethyl stilbestrol (DES) which met over a period of several months and submitted its report to the Secretary. The report deals with women who were given DES as a preventive for miscarriage, and with the effect of DES on the offspring of these women. It makes recommendations for necessary research.

PACFW RECOMMENDATION

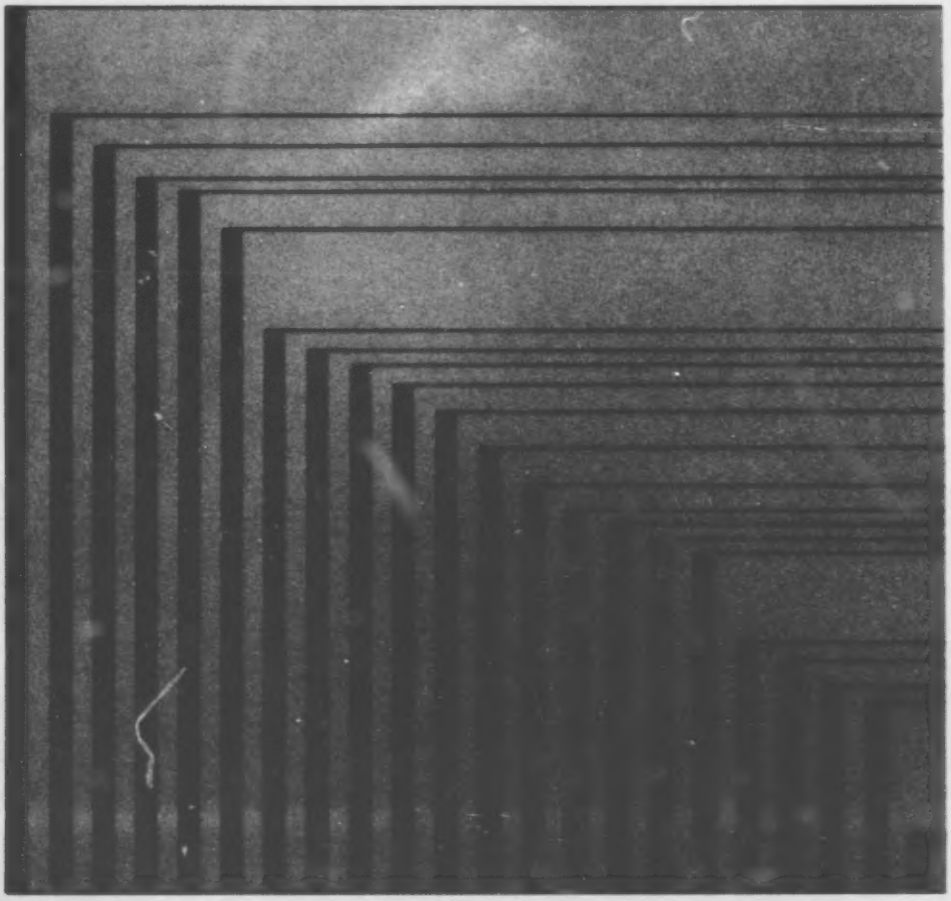
Health and Human Services through Title X of the Public Health Services Act, the chief source of funding for family planning, should increase its outreach through State and local agencies to provide information on acceptable contraceptive methods and provide the funding for local community participation in family planning education and provision of services.

Adolescent Pregnancy

It is estimated that 11 million (4 million females and 7 million males) teenagers are sexually active. Approximately one-tenth of adolescent women become pregnant each year —resulting in about 1.1 million pregnancies.[20]

[20] Tietze, Christopher; "Teenage Pregnancies: Looking Ahead to 1984"; *Family Planning Perspectives* 10:4; July/Aug. 1978; p. 205.

Number of births per 1,000 females aged 15-19, selected countries, 1970s



Adolescent pregnancy has serious consequences for the adolescent woman and the children she may bear. The death rate from complications of pregnancy, labor, and delivery is 60 percent higher for adolescents who are younger than 15, and 13 percent higher for those 15-19 than for women 20-24.[21] Toxemia, anemia, and premature births are other complications more frequently encountered in the pregnant adolescent. Studies suggest that these complications are related more to the quality of care obtained by the pregnant adolescent rather than to her youth—adolescents are less likely to seek prenatal care than older women.[22] Infants born to adolescents are more likely to die in the first year of life.

The National Center for Education Statistics has found that only a third of public schools offer sex education or family life programs, although most people of this country appear to favor sex education.[23] Studies on the impact of sex education classes on the students' knowledge have shown that participation increases knowledge of sexuality and can bring about more tolerant attitudes toward the practices of others while at the same time not affecting the students' own personal moral standards.[24] Sarah Shuptrine, Director of Health and Human Services for South Carolina, spoke of the urgency of the problem of adolescent pregnancy: "I appear before you today to request your assistance in bringing about a national commitment to address the growing concern of teenage pregnancy, which all too often results in human suffering, social and economic deprivation, and infant mortality and morbidity... These young mothers and their infants face grave health risks."

The tragedy of "children caring for children" was again emphasized by Dr. Robert Knuppel, Director of Maternal-Fetal Medicine at the University of South Florida School of Medicine, when he described an adolescent mother who "washed her new infant in Lysol."

To address adolescent pregnancy, Alix Perry, President of N.O.W. in Broward County, Florida, suggested that "Sex education in the public schools is the place to begin. From the fourth grade through the twelfth, young boys and girls must have access to accurate information. Not only about their body functions and reproductive systems, but about feelings toward themselves and others, about dating and codes of conduct, of life plans—and of timeframes for all of these."

Federal Initiatives

The administration strongly supported legislation to make available resources designed to prevent unwanted pregnancy, especially among those 17 and under, and to provide badly needed health education and social services to pregnant adolescents. The legislation was included in Title VI, VII, and VIII of the Health Services and Centers Amendments and became Public Law 95-626 on November 12, 1978.

The Office of Adolescent Pregnancy Programs, established by the above law, administers the Adolescent Pregnancy Prevention and Care Program and coordinates all HHS programs concerned with various aspects of adolescent pregnancy. Priorities of the office are:

- to develop and expand services to prevent initial and repeat pregnancies among adolescents;
- to encourage linkages among public and private community organizations providing services for pregnant adolescents and adolescent parents;
- to assist pregnant adolescents and adolescent parents to become productive, independent contributors to family and community life.

PACFW RECOMMENDATION

Given the epidemic proportions of teenage pregnancies in the United States, the President should establish a high level commission in the Office of Family Planning to review, evaluate, and coordinate the currently funded programs and executive agencies that deal with the

[21] *Adolescent Fertility*, prepared by the Alan Guttmacher Institute, April 1980, p. 1.

[22] Baldwin, Wendy; "Adolescent Pregnancy and Childbearing Rates, Trends and Research Findings from the Center for Population Research"; National Institute of Child Health and Development, Oct. 1979; p. 3.

[23] *The Condition of Education*, National Center for Education Statistics, DHEW, USGPO, 1979.

[24] Kirby, Alter and Scales, *An Analysis of U.S. Sex Education Programs and Evaluation Methods*, CDC-2021-79-DK-FR, July 1979.

problems of teenage pregnancies. Some of these programs presently include the Youth Employment Development Act Program in the Department of Labor, Teenage Pregnancy Program at the Women's Bureau, Sex Education Program in the Department of Education, Child Development at the Department of Health and Human Services, the Office of Family Planning, and Title VII, Office of Adolescent Pregnancy. One of the functions of this Commission would be to insure comprehensive community input to the solution of this increasing problem.

Abortion

In the United States during 1978, 28.9 percent of all pregnancies, excluding those which were interrupted by miscarriage, were terminated with abortion. The abortions were more frequently obtained by women who were: living in urban areas (more than 90 percent), in their first trimester (more than 90 percent), unmarried (approximately 75 percent), and adolescents (approximately 33 percent).[25]

Deaths resulting from legally induced abortions were 1.4/100,000 abortions during 1977[26] (compared with 11/100,000 deaths from pregnancy and childbirth).[27] Deaths reported in association with illegally performed abortions gradually declined from 1972 to 1976 but rose in 1977. The number of reported deaths is considered to reflect the total number of illegal abortions performed. The decline in deaths through 1976 was felt to correlate with the increased availability of legal abortions following the 1973 Supreme Court ruling which affirmed the women's right to choose to have an abortion. The rise in deaths in 1977 corresponded to restriction of Medicaid funding for abortion imposed by the Hyde Amendment to the Labor-HEW appropriations bill. The restrictions on Federal funding of abortions place the heaviest burden on poor women and their families; however, the cost to society is high for each unwanted birth to women receiving public assistance.

Natalie Cohen, speaking on behalf of North Carolina Coalition for Choice, emphasized that "there is a very strong correlation between a woman's physical and mental well-being and how she perceives herself as a person. And there is a very strong correlation between how a woman views herself and her ability to control and direct her own destiny. And the single and most vital right that a woman should have is the right to control her own fertility.

All other issues of equality take second place to this fundamental one. Government has no right to interfere with such a crucial decision as to whether or not a woman decides to have

[25] Rich, Spencer; "Legal Abortions Seen in 30 Percent of Pregnancies." *The Washington Post;* Jan. 9, 1980; p. A10.

[26] *Center for Disease Control Abortion Surveillance 1977,* USDHEW, Public Health Service; issued Sept. 1979, p. 1.

[27] *Abortion,* prepared by the Alan Guttmacher Institute, A Special Affiliate of Planned Parenthood Federation of America, Washington, DC, April 1980.

a child." She went on further to add "abortion is a legal right. Justice demands that this right be made available to all women regardless of their income level."

Concern was voiced, however, by Margaret Baker of Tampa, Florida, about abortion clinics. "A few months ago fetal material, syringes, and other garbage from plastic bags were found by children (who were incidentally playing with the syringes). This was near a Florida West Coast abortion clinic. More recently two Jacksonville nurses discovered dismembered babies with identifiable parts outside an abortion clinic."

Federal Initiatives

In 1977 the original Hyde Amendment prohibited Federal funding of abortions unless the life of the woman was threatened by carrying the fetus to term. The amendment has since then been modified to allow funding in cases of promptly reported rape and incest. In June 1980 the Supreme Court upheld Congress' right to restrict, almost to exclusion, payments for abortions funded by Medicaid.

Abortion related activities monitored by the Center for Disease Control include:

- the health effects of restricted Federal funding for abortion;
- health impact of restricted public funds for abortion;
- quality of abortion services;
- the role of providers;
- septic complications associated with illegally induced abortion.

PACFW RECOMMENDATION

All legally available services for curtailing unwanted or medically dangerous pregnancies should not be denied to any woman who is unable to pay for those services.*

* Because of the nature of this issue the dissenting votes of Committee members Erma Bombeck and Mary Helen Madden should be noted.

Obstetrical Practices

With the greater utilization of prenatal services and with the technological advances in obstetrical practices, mothers and infants are doing better than ever before. Maternal mortality is at a low of 11/100,000 (1976)[28] and infant mortality is at a low of 14/1,000 live births (1977).[29] However, in comparison with other industrial nations, the United States is lagging behind. Good prenatal care beginning in the first trimester of pregnancy is one of the keys to reducing morbidity and mortality. There are certain segments of the population (low-income women, adolescents and migrant women) who do not have adequate accessibility to such care.

[28] Ibid.

[29] Healthy People: The Surgeon General's Report on Health Promotion and Disease Prevention, 1979, Public Health Service, DHEW (PHS) Publication No. 79-55071; p. 3-1.

There have been many positive changes in obstetrical practices during the past decade. Birthing centers, which include the family in a home-like atmosphere but provide emergency facilities when needed, are being established throughout the Nation. In response to recent studies demonstrating the importance of maternal-infant bonding, rooming-in of infants

with their mothers has been encouraged. Research has shown breast milk to be superior to formula feeding, and more women are choosing to breast feed their babies.

In some areas, research and technology have raised new concerns. Fetal monitoring, a process by which the infant's status during labor is followed by electronic or ultrasonic means, has become a frequent procedure. Women's advocacy groups have questioned whether monitoring is being used appropriately. Another area of concern is the three-fold increase in Caesarean births in this country and that women and infants may be exposed unnecessarily to the risks of Caesarean delivery.[30]

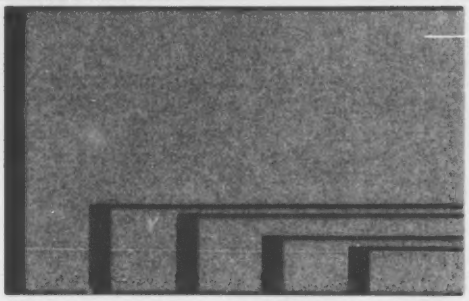
"Although 80 percent of all pregnancies are uncomplicated, pregnant clients have special needs which are poorly addressed by traditional health care systems," reported Catherine Fogel of North Carolina. "Approximately 20 percent of all expectant mothers will experience problem associated with pregnancy. More than 7 percent of all live births are low birth weight infants—those infants more apt to be the product of a high risk pregnancy and more apt to have problems later in life.... The majority of health care services currently available to pregnant women focus on the medical management of these physical conditions, particularly existing pathology. Interventions are aimed at prevention of specific obstetrical complications. Little attention is given to other aspects of the woman as a person nor is wholistic or comprehensive health care seen as a priority."

Many testifiers emphasized the underserved populations. Juanita Leon, speaking on behalf of the Colorado Migrant Council, related that "migrant women work throughout their pregnancies and receive little, if any, prenatal care before delivery or are receiving prenatal care late in their pregnancy which puts them in the category of being very high risk." Cheryl Beasley of the Lumbee tribe pointed out the discrepancy between the rate of neonatal deaths of North Carolina Indians (8/1,000 survivors) to that of the N.C. white population (3.8/1,000 survivors).

[30] Bottoms, Sidney F.; Mortimer G. Rosen; and Robert J. Sokol; "Current Concepts—The Increase in the Caesarean Birth Rate;" *The New England Journal of Medicine* 302:10; March 6, 1980; p. 559.

Infant Mortality Rates: Selected Countries, 1975

Rate per 1,000 live births



NOTE: The most recent year of data for Chile is 1971.

Sources: United States, National Center for Health Statistics, Division of Vital Statistics; other countries, United Nations.

Federal Initiatives

The National Institutes of Health has sponsored consensus conferences dealing with obstetrical issues. During the conference on "Antenatal Diagnosis" in March 1979, the recommendation was made that "the use of electronic fetal monitoring (EFM) should be strongly considered in high risk patients." The participants found "no evidence at present that electronic monitoring reduces mortality or morbidity in low risk patients." The most recent consensus conference pertaining to obstetrical problems dealt with Caesarean deliveries.[31]

HEW funded a study evaluating Caesarean sections in the United States. The report identifies principal factors leading to the increasing number of Caesarean sections and makes recommendations for relevant action by the Department.

PACFW RECOMMENDATION

The single most important reason that the infant mortality rates in the United States are higher than in other western countries is that low income, rural, and minority women do not get that necessary allocation of funds for prenatal care and delivery. We recommend that a reallocation of funds from the National Institute of Child Health and Development be made to such high-risk and underserved populations.

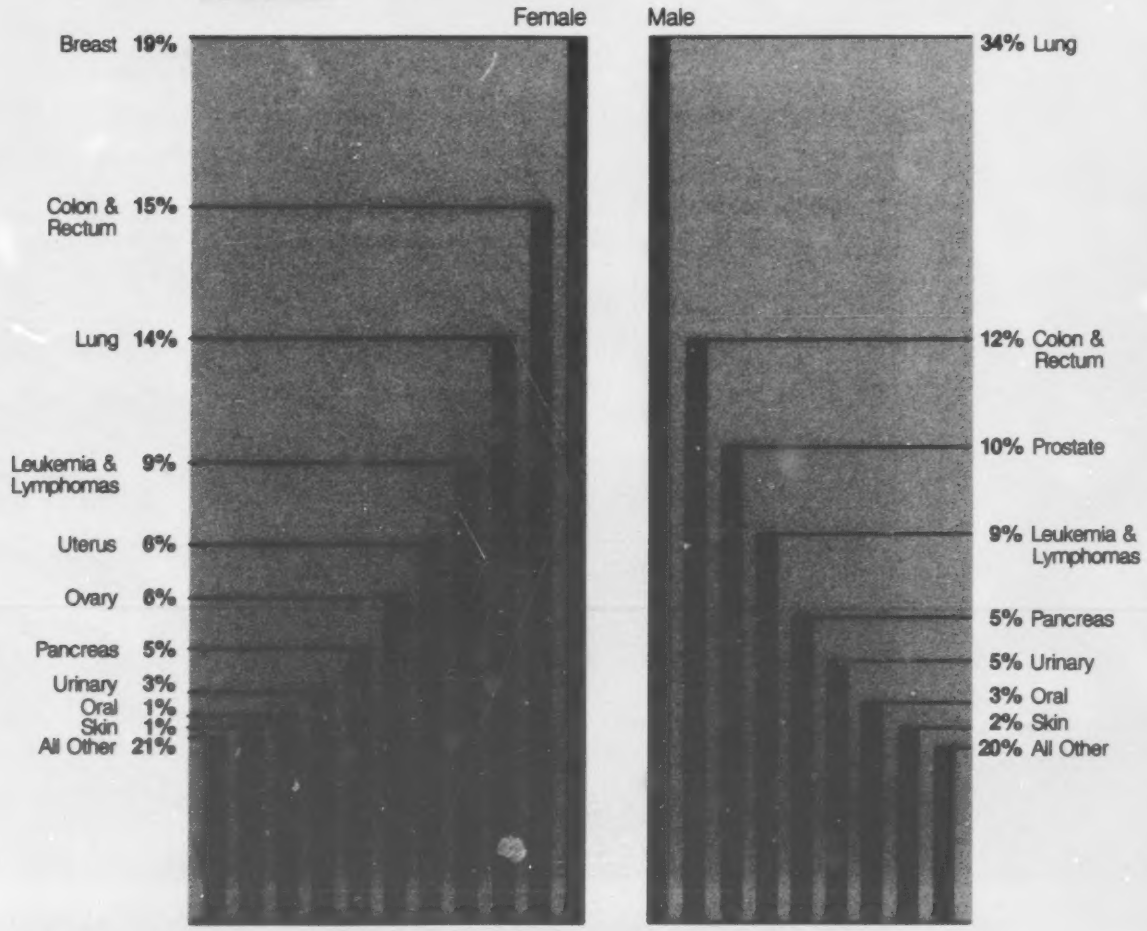
[31] Consensus, NIH Consensus Development Conference Summaries, Vol. 2, 1979.

Breast Cancer

Breast cancer is currently the leading cause of death from cancer in women. Approximately 1 out of every 11 women will develop breast cancer during their lifetime. During 1980 it is estimated that 109,000 new cases of breast cancer will be diagnosed and 36,000 deaths from breast cancer will occur.[32] Early detection of breast cancer is being stressed in an effort to improve the prognosis of the disease. Breast self-examination has been encouraged in order for women to discover breast cancer earlier and get help faster. Physicians now have new techniques, such as mammography, xeroradiography and thermography, to detect early breast cancer.

[32] Cancer Facts and Figures, 1980; American Cancer Society; 777 Third Ave., N.Y., N.Y. 10027, pp. 16-17.

Cancer Deaths By Site and Sex
1980 Estimates



Risk factors have been identified that aid the physician in determining which women are more likely to develop breast cancer and require closer screening.

When breast cancer is suspected, a diagnostic biopsy should be done as a separate procedure before any further therapy is carried out. The woman with breast cancer can then participate in the choice of therapy for her cancer. There are several options available for breast cancer treatment once the extent of the disease is known. Treatment modalities include: surgery, chemotherapy, hormonal therapy, and radiation therapy. For years the Halsted radical mastectomy was the standard surgical procedure; however, in 1979 a National Institutes of Health Consensus Conference on the treatment of breast cancer concluded that the total mastectomy (which is less debilitating and disfiguring) "should be recognized as the current treatment standard."[33] At the time of surgery, it is important for samples of breast cancer tissue to be taken for estrogen-receptor analysis. Recent studies have shown that the presence or absence of estrogen-receptors is an important factor in selecting the type of therapy.

In spite of the research performed and the new techniques for diagnosis and therapeutic modalities being developed, the survival rates from breast cancer have not markedly improved. The 5-year survival rate increased from 53 percent of all cases diagnosed during the 1940's to 65 percent of all cases diagnosed during the 1970's.[34]

Federal Initiatives

The following recent National Institutes of Health Consensus Conferences have dealt with the treatment of breast cancer:

Sept. 1977—Breast Cancer Screening
June 1979—Treatment of Primary Breast Cancer: Management of Local Disease
June 1979—Steroid Receptors in Breast Cancer
July 1980—Adjuvant Chemotherapy of Breast Cancer

PACFW RECOMMENDATION

Since breast cancer is the leading cause of death from cancer in women, the budget of the National Cancer Institute should reflect this.

[33] Op. Cit., Consensus.

[34] Op. Cit., Cancer Facts and Figures, 1980.

ISSUES AFFECTING TARGET POPULATIONS

There are special populations of women who face additional health problems beyond those faced by all U.S. women. In the past there have been little accurate data on the health status of these women. Generally, the health of non-white women is poorer than the health of white women. Minority women face added stress on their mental well-being because they do not fit society's stereotyped image of the dream woman and because of conflicting identity as members of an ethnic group and as members of a larger society.

Many minority women, disabled women, and migrant women testified during the three PACFW hearings about the lack of sensitivity shown by health professionals to their special health needs and the inaccessibility to health services to meet these needs.

American Indian/Alaska Native Women

The health status of American Indian women in general has been poorer than that of white women. The infant mortality rates are higher, and alcoholism is of deep concern. In addition, urban Indian women are faced with the lack of accessible health care facilities.

PACFW RECOMMENDATION
Full funding for the Indian Health Care Improvement Act should be authorized.

Asian/Pacific American Women

Little data are available on the health status of Asian/Pacific American women. The influx of new immigrants, who have significantly poorer health status, is expected to have an adverse impact on the health status of Asian/Pacific American women in the future. Of great concern to Asian/Pacific American women is the mental stress they experience that results from cultural and social isolation and particularly their absence from decisionmaking positions.

PACFW RECOMMENDATION
Systematic studies should be funded by the National Institute of Mental Health to document the unique mental health problems faced by Asian/Pacific American women and the effects of acculturation and cultural change on the mental health of these women.

Black Women

Black women generally have a poorer health status than white women. They have a higher incidence of hypertension, cervical cancer, and diabetes. Black infant and maternal mortality is higher and life expectancy lower than that for the white population.

PACFW RECOMMENDATION
A reallocation of funds from the National Institute of Child Health and Development

should be made to high-risk and underserved populations.

Hispanic Women

Currently, there are little data on the health status of Hispanic women. However, a major concern of Hispanic women is the lack of bilingual services that are needed for delivery of health care. Preventive health care services for Hispanic women are critical for the future.

PACFW RECOMMENDATION
Life expectancy of minority women is significantly lower than that of white women. Bilingual professionals should be trained in dietary care, and bilingual educational materials should be published by the Institute on Aging.

Disabled Women

During the past, many disabled women have not been adequately informed about the effect of their disability on their reproductive system including their ability to bear children and appropriate options for contraception.

PACFW RECOMMENDATION
More research is needed to determine the special hazards related to specific disabilities in women, including prenatal care and delivery. Educational programs and the media should be encouraged to focus on the disabled woman's capabilities to carry and deliver normal children.

Migrant Women

The health of migrant women is jeopardized by the numerous occupational hazards (pesticides and herbicides, etc.) to which they are exposed, the lack of knowledge of good health practices, and the lack of accessible health facilities (especially prenatal services).

PACFW RECOMMENDATION

Health and Human Services should increase funding for studying the distribution of prenatal health care to the different populations of women in different regions of the country.

ADDITIONAL HEALTH RECOMMENDATIONS

Because of the complexity of the health issues, the President's Advisory Committee for Women felt that these further recommendations must be made.

Delivery of Health Care

- Retraining and relicensing of both male and female health professionals should include sensitization to specific needs of women.
- Increased funding should be made available to train police and hospital personnel in dealing with rape victims. More women should be added to rape prevention squads and all related professions.
- In medical schools receiving government aid, the curricula should be required to include programs on special needs of women in the following categories: rape, alcohol, drug abuse, and depression.
- Licensing examinations for foreign health professionals should include sensitization to the special needs of women.

Women as Health Professionals

- Women must be encouraged to pursue careers in the health and professions at every level—physicians, dentists, nurses and para-professionals. Guidance counselors in high schools and colleges should be sensitized in this area, and the training of new guidance counselors should reflect non-sexist attitudes.

Health Education

- Good nutrition should be demonstrated by example in school lunch programs.
- Parents, through organizations such as the Parent-Teacher Associations, should work with government agencies to implement programs at home.
- Health education training should be provided to child care providers and in-service workshops developed for teachers. Teachers and administrators need to be given the opportunity to acquire and develop skills for teaching in health areas. Schools should be encouraged to hire trained school health educators.

Smoking

- The Office of Smoking and Health should target minority women's groups who have the highest incidence of smoking for special programs to discourage women from starting or continuing a disastrous habit.
- Special educational programs should be directed toward the effects of smoking in areas other than cancer, such as heart disease, fetal damage and stroke.
- Additional studies should be funded to determine the effect on non-smokers of the toxic fumes generated by smokers in situations where presence of non-smokers is obligatory, such as in offices and factories.

Mental Health

- All health care professionals in the area of drug abuse and counseling should be required to participate in programs for continuing education with special emphasis on the genesis of mental health problems of women.

Substance Abuse

- Programs already established, such as the National Indian Council on Alcoholism, should be required to provide greatly increased services to female alcoholics. Regulations should mandate that an increased number of women members serve on the council.
- Educational programs on substance abuse should be funded that target ethnic, minority and low-income women. The aim of these programs should be to teach pregnant women that they should not take drugs or medications unless prescribed by a qualified physician.

Older Women

- Special educational programs in local communities should be developed to teach older women to care for their health maintenance with regard to specific health problems such as osteoporosis and nutritional deficiencies.
- The Nurse Training Program of 1979, which provides for the inclusion of geriatric learning programs under Section 820 of the Special Projects Grants and Contracts should be greatly expanded in all educational institutions.
- Present inequities of the Social Security benefits for women should be eliminated in order to aid older women in caring for their health needs.

Contraception

- Health and Human Services and the Department of Labor should increase training in local communities for male family planning education programs as well as for female programs.
- Health and Human Services should allocate research funds for male contraceptive devices as well as new female methods.
- Health and Human Services should insure that sterilization of low income and poorly educated women (especially those with language barriers) be stringently controlled. Federal funds should be denied to any health care delivery institution or agency where such standards for sterilization are not enforced.

Abortion

- Monitoring of all health care facilities where abortions are performed should be increased by local and Federal agencies. Title X regulations for health care delivery centers should be applied more vigorously to all facilities where abortions are performed.

Obstetrical Practices

- Health and Human Services should increase efforts to put more women on advisory councils and policymaking boards which advise on prenatal health care expenditures and establish criteria for hysteretomies, Caesarean deliveries and home deliveries.
- Increased funding should be made available by Health and Human Services for high quality midwifery programs in medical educational institutions.
- Under Health and Human Services a program should be set up to evaluate home deliveries in the United States with respect to infant and maternal morbidity and mortality as well as the credentials of the health care personnel involved in the deliveries. The result of such studies should be widely publicized.
- Qualified midwives should be given increased hospital privileges.
- Training programs should be established by Health and Human Services for bilingual paramedical personnel in obstetrical practices. Where possible, local women should be recruited for such training.

Breast Cancer

- The National Institutes of Health should sponsor a consensus conference to examine thoroughly the various modalities of treatmen for breast cancer in order to determine what is the optimal therapy available (including opinions in surgery, radiation and chemotherapy) and to delineate future research needs. The information derived from the conference should be widely distributed to the public and the medical profession.

Chapter V

HUMAN SERVICES

Welfare is a woman's issue little understood or addressed by the women's movement. By and large, welfare policies incorporate traditional assumptions and attitudes about the role of women in society. Welfare and other human service programs generally reflect stereotypic ideas about women [illegible] their abilities and responsi[illegible]. To be effective, welfare and human [illegible]e programs must be based on policies which are non-sexist and which expand the options for all women by individualizing responses to the unique needs of each woman.

Carol Sheffer
Senior Staff Associate
National Association of Social Workers

OVERVIEW

The human services system, when viewed for its breadth and depth in legislation, policy, and programs, reveals itself as having profound effects on the lives of women in the United States. But the underpinnings of the myriad of dollars, decisions, and directions from Congress, Federal agencies, and the President, with regard to the human services system, have not changed the lives of women as dramatically as the roles of women, work, and family have changed in the last 10 years.

While this chapter and its recommendations do not attempt to address all the areas in which change is necessary in order to achieve equity for women in human services, it does base its concerns and suggestions on five underlying principles. The application of these principles to the process of planning and development of human services policy, programs, and legislation is essential. Changing the premises upon which decisions about the social welfare of women are made, to better reflect reality, will dramatically and positively shape the lives of women now and in the future.

The five principles are:

- Women have the right to be viewed as separate individuals both under the law and in determination of policy. As they acquire new rights as separate individuals, they will also assume new responsibilities. The treatment of women as separate individuals will break the thread of dependency which runs through the issues which follow. This factor plays a key role in locking women into dead-end positions, into the welfare system, living in violent family situations, having "latch key" children, and receiving unequal pensions and benefits.
- Women need to have expanded options in all phases of the human service system. The limiting of these options in education, employment, housing, child care, and family systems is the basis for keeping women in narrow, stereotyped roles and restricting the creation of meaningful lives which depend on their skills, intelligence, and motivation and not on their gender.
- Ways must be found through government policies and the like to value the social and economic contribution of the traditional women's roles of parenting and homemaking. To do otherwise suggests that these roles are less important than others or, worse, of *no value.*
- Childbearing should not be the sole criteria for access to and assistance from the human services system. Single, never married, childless women often face problems which require a wide range of services, and because of their status are denied priority and, therefore, denied services. A woman's right and access to assistance should be based upon her individual need for self-sufficiency and not solely upon her marital or parental status.
- The entire human services delivery system must be a blend of self-help and professional practice. The need to utilize the expertise of service recipients on grant review boards, local advisory committees within the local delivery system is imperative. These recipients cannot, however, be a substitute for professionals in the field. They, too, have a significant role to play in the provision of services, planning and development of more efficient and effective delivery systems, and in client contact. Women, who make up the majority of providers in the human services field, should be assured proportional representation in administrative and policy positions.

The six human services areas chosen to be highlighted in this chapter reflect both concerns voiced in the Houston Plan of Action and in the testimony of men and women at the PACFW hearings. While some issues are currently considered "popular" and evoked a great deal of testimony (displaced homemakers and domestic violence), others, like welfare, housing, child care for low income women, sexual assault, and female offenders, had fewer testifiers, yet represent just as pointedly the effects of sexism and traditional socialization. These issues, however, have generated heated debate and much rhetoric, but few solutions.

Minority Women

Since the greatest disparity in employment opportunities and wages exists for minority women, their need for access to and services from the human services system in many areas is greater than for majority women. The fact that minority women encounter barriers to self-sufficiency, both because of sex and because of their race, puts them in double jeopardy in terms of educational, employment, and housing opportunities, and access to child and health care and ancillary services.

The two areas of greatest impact upon minority women are: lack of sensitivity on the part of providers in the human services delivery system to their distinct cultural values and family patterns; and lack of access to services because of poor information or language barriers, or the stringent application of rules, guidelines, and forms which often preclude them from eligibility for services.

Professionals in the human services, in the face of limited knowledge and information particularly in regard to distinct cultures, traditions, and family systems, have a tendency to be judgmental concerning the differing cultural patterns and lifestyles of minority women. Frequently the social service system has limited funds and staff; therefore the time and concern needed for minority clients, especially those with language barriers, are lacking.

There is a tremendous need to involve minority women on advisory boards which make policy and decisions on the delivery of services. Also, a special effort should be made to train Hispanic, Asian/Pacific and American Indian/Alaska Native women as professionals and paraprofessionals in the field so that the system will be responsive to their bicultural and bilingual needs.

Current human service delivery system professionals need to be sensitized to special needs of minority women. Often negative public attitudes are translated into policy and administrative practice, for example, Black women frequently face attitudes and consequent responses that they are lazy, enjoy being on public dole and are trying to cheat the system.

The social welfare system presents minority women with few incentives to work, since any job advancement they make above the minimum wage results in the loss of benefits. The high numbers of Black female heads of households, coupled with their low wages and lack of opportunities in the job market pushes Black women into the welfare system for economic survival. The "system" means food and shelter. Luxuries cannot be afforded on $200-$300 a month.

American Indian/Alaska Native women have been denied access to the social welfare system often because of their dual residency status. They face poverty on reservations and in cities. Nineteen percent of American Indian/Alaska Native families are on public assistance as compared with 5 percent (HHS national average for public assistance) of the general population. As American Indians/Alaska Natives move toward urbanization, they must change their family, housing, and cultural

patterns to meet a frequently unacceptable new environment.

Hispanic women, particularly those who have recently moved to this country, face the loss of relatives and friends, and a language barrier makes human services far less accessible. Their sense of pride also diverts them from utilizing the resources of the system. The socialization of Hispanic women into the traditional female stereotypes limits their options for work—the kinds of jobs that they train for and in which they find employment.

Asian/Pacific women face stereotypes too. One of the most glaring is the impression that they are well-educated and are all doing well economically. This is not true. Because of that they have not had equal access to human services systems. Additionally, the recent waves of refugee women, who face language barriers and consequently training barriers, must make even greater demands on the human services system until they gain some self-sufficiency.

Thus steps must be taken to insure adequate funding, access and utilization of essential human services to minority women.

Welfare

Background: Nowhere in the entire area of human services are the principles of eliminating dependency and insuring the widest number of options to achieve equity for women at greater odds with the actual programs and delivery of services than in the area of welfare.

Testifying at the Denver hearings, Patricia Gallegos talked about the assumptions underlying the welfare system. "Welfare programs do little to lift the burden of poverty . . . Welfare grants that do exist are shockingly inadequate. Since the American welfare system rests on the assumption that poverty is caused by personal inadequacy (not society), it follows that welfare recipients can be humiliated by constant questioning and suspicion from administrators. Yet few welfare recipients are able to work; those who do are unable to earn amounts sufficient to support their families. Children, mothers of young children, and the elderly make up most of the welfare population."

Statistics of those who are hardest hit by poverty and economic stress were provided by Carolean C. Craig at the Raleigh hearings. "Working women who are heads of households fare worse than their counterparts, especially minority women. Over one-half of the households headed by non-white women have incomes below the Government's definition of poverty level, compared with less than one-third of households headed by white women."

Income Maintenance: Statistics indicate that there are approximately 10.9 million AFDC recipients, 7.7 million of whom are children. The testimony at the PACFW hearings emphasized the inadequacy of AFDC both in terms of economic support and as a means of fostering the initiative to break the cycle of poverty.

Robert H. Ward, Director of the North Carolina Division of Social Services, Raleigh hearings, discussed the "double bind" in which the program places low income women. "On the one hand, the program was designed to support financially dependent children while providing a means for mothers to remain at home and care for them. On the other hand, the program offers grossly inadequate benefits, and mothers who choose to remain at home have consistently been targets for public criticism." Further, current rules which include mandatory work requirements can be used to harass women who feel that there are valid reasons for them to be full-time mothers.

The inadequacy of benefits became evident in the testimony of Josefina Carbonell (Tampa hearings), "Welfare benefits whether AFDC, SSI or Cuban Refugee are as a means of support totally inadequate. If somebody can live on $138-$195 or $208 a month then I think they should be hired by the government as consultants on budget spending."

Frequently, even this meager assistance is not utilized either because the services are not known, or the fear of community rejection or stigmas or individual pride prevents potential recipients from requesting funds. It has been reliably estimated that for every current recipient another person in need is not availing themselves of the services to which they would be eligible if they applied.

A particular target group which reflected this profile are North Carolina Indians, according to Lumbee Indian, Ruth Locklear: "It is a fact that the median income for North Carolina Indians is 31 percent below the median income of the general population of North Carolina . . . 44 percent of our people live in rural areas of

"You are really talking about the systematic manipulation of the lives of women . . . I am talking about the 1.2 million women (on welfare) and suggesting that they, as citizens, as human beings, and as mothers of young children, deserve a better quality of political rhetoric than they have been getting."

Carl Newton, WIN Program Supervisor, Employment Security Commission Raleigh, N.C.

"No matter how much you need money immediately, the worker does not even have to tell you yes or no for 45 days. In the meantime, you may be evicted or have your utilities cut off."

Mary Dunn Wake Legal Services Client Council Raleigh, N.C.

North Carolina 15-20 miles away from local governmental centers and the services that are concentrated there. They live on small, run-down, non-producing farms with large families isolated from their non-Indian neighbors. They are uneducated, have poor transportation and are essentially outside of the delivery of social services."

Welfare and Work: One of the major controversies in the welfare reform movement is the question of whether AFDC mothers should be required to work outside the home.

The majority of testifiers at all three hearings felt strongly about the present system's lack of work incentives, particularly in light of high rates of unemployment and the general economic slowdown.

"I would strongly urge national standards for a minimal level of decent living for the families of this country."

Mary Dunn
Wake Legal Services
Client Council
Raleigh, N.C.

Robert H. Ward (Raleigh hearings) indicated that the realistic choice between work and welfare had been denied because of the inadequate welfare provisions to "help low income mothers train for and find jobs which would help to make them become financially independent. The Work Incentive Program was designed to assist low-income mothers find and hold jobs, but it has proven to be inadequate."

The problems with the Work Incentive Program are compounded by the subsequent reduction in payments for the AFDC mother. ". . . Their AFDC allocation gets reduced accordingly; and finish earning a net worth of $4.00 per day, which when you start deducting normal daily expenses such as transportation, lunch and clothes, etc., nothing is left. Their food stamps also get reduced $7.00; therefore creating the overall attitude—is it really worth going to work?" (Josefina Carbonell, Tampa hearings).

". . . If you want to solve a problem you must go out to it. You cannot expect the problem to come walking to your desk for a solution. The deliverers of welfare must reach out to those in need, locate themselves in the areas and communities of those in need, and help the people where they are."

Ruth Locklear
Lumbee Indian
Lumbee River
Legal Services
Raleigh, N.C.

The problems reflected by Ms. Carbonell cross all racial, ethnic lines as other minority groups reiterated the problem. Ruth Locklear, Lumbee Indian, stated, "The rules for eligibility for Title XX Social Services are ridiculous. The minute an Indian woman is moved into employment and self-sufficiency, the essential services that got her there are removed (such things as day care, food stamps, AFDC, medicaid). The rules must allow a period for ongoing self-sufficiency so that the vicious cycle can be broken."

Many studies indicate that welfare mothers resoundingly would rather work than stay home. Testimony from Beth McAllister of the Wake County League of Women Voters cited two: A study by Lawrence Podell of New York, done in 1969, in which he found that 7 out of 10 mothers receiving AFDC would rather work than remain home, and a 1970 study which revealed that more than 80 percent would like to work if they could find a steady job.

The crucial issue regarding women, welfare and work, however, was well expressed in a report of the Special Task Force to the Secretary of HEW in 1973 (Work in America). "It follows that the public interest and the interest of the mother herself and her children will be best served if the mother herself makes the choice."

Welfare and Families: "The welfare state," according to Josefina Carbonell (Tampa hearings) "creates the anti-family provision specifically of concern to women since it creates an inferiority complex vis-a-vis her ability to function in the world by just staying home because of work related syndromes and/or because they have to take care of the children since they cannot afford day care."

Dora Mascarenas (Denver hearings) presented some of the problems faced by the female head of household and having to deal with inflation, low wages, rising costs of gasoline, and finding meaningful employment. Her lack of knowledge about some areas make her an uninformed consumer and a potential victim. "I have had my car worked on about six times in the past year, most of the times I took it in for what I thought was simple maintenance, but it never failed, they always found several things wrong with it and they were things that had to be done right now. I paid dearly for this work because it was in the shop and I couldn't afford to have it fall apart on me or I didn't have the time to go back."

Foster Care: According to the National Commission on Children in Need of Parents, there are an estimated half a million children living in foster care on any given day. Many of these children spend their formative years drifting through a succession of homes never knowing the love, confidence, and security of

permanent home life. The majority come from low income families and broken homes. In North Carolina there are about 10,000 children known to be in foster care each year . . . This is largely because of problems in the parents' lives, such as poverty, alcohol abuse, and divorce rather than because of the child's behavior.

Carol A. Locher, Substance Abuse Specialist (Tampa hearings), discussed some alternatives to foster care.

"More efforts must be made to recognize that there are women who are not appropriate parents but could be appropriate parents, if given a minimum of a year in a residential program with their children to help them learn and use parenting skills.

"Sometimes it is the insensitivity of social workers to the cultural values of a particular ethnic or minority group rather than the problems of parents which results in the placement of children in foster care. According to 'Ohoyo,' July 1980, the Indian Child Welfare Act was passed following more than a decade of efforts and studies which indicated that one-fourth of all Indian children in one State had been separated from their families and placed in foster or adoptive homes or institutions. Studies further indicated that remarkably few Indian children were removed from their families on grounds of physical abuse . . . In judging fitness of a particular family, many non-Indian social workers were ignorant of Indian cultural values."

The Child Welfare Act attempts to reduce inappropriate placement of children by encouraging States to use foster care as a temporary measure rather than as a long term solution. It also attempts to remove barriers to adoption of hard-to-place children. The thrust of the legislation, therefore, seems to place the emphasis on working with the family of origin rather than placing children in unfamiliar surroundings.

Medicaid: Virginia Cone, at the Tampa hearings, addressed the problems of Medicaid which is supposed to provide medical care for low-income persons. Many physicians refuse to deal with Medicaid patients because of long delays in reimbursement and minimal service coverage. The rejection of these patients is a great concern because in the region, 19 percent of the residents have incomes below the poverty level. "There are also a growing number of people in the medically indigent class. Residents with incomes just above Medicaid eligibility requirements find health care costs prohibitive . . ."

The feelings of the majority of those who testified at the PACFW hearings can best be summarized by Ellen Hoffman in an article from "Forum," Spring/Summer, 1979, entitled "A National Legislative Agenda for Children." ". . . we need a system which provides a guaranteed, uniform, minimum income based on nationwide standards of need. The level of income must be adequate, and eligibility must be defined to include all children in need regardless of family status. Children should not be victimized by work requirements which may be placed on their parents. Decent jobs and training opportunities should be available for all parents able to work outside the home, and adequate income should be available for those who cannot."

Federal Initiatives

Agriculture

Program to provide specified nutritious food supplements to pregnant, breast-feeding, and post partum women and to their children through funding WIC projects and demonstrations.

Community Services Administration

1. Program to analyze needs of low income women through research papers.
2. Grants to National Congress of Neighborhood Women to establish a low income women's resource center.
3. Grant to Family Center in Milwaukee to strengthen and assist low income families through crisis intervention.

Health and Human Services

1. Program review of Social Security for inequities by task force and Social Security Administration studies and initiating public outreach programs.
2. Program to provide jobs and vocational training to welfare recipients by creating new jobs and offering supportive services (child care, health care, vocational rehabilitation).

"'I beg your pardon, I never promised you a rose garden.' This is taken from a song that was popular a few years back and I decided to use it because it fits . . . I am thirty-seven years old, full time mother, student, and Denver Public School employee. I am of Hispanic origin and I fit, too well, in the low income bracket . . . Being a single parent, I can identify with the problems . . . Believe me, it is difficult just trying to survive."

Dora Mascarenas
Denver, Colo.

"My own experiences have shown that when there is family crisis or break-up a greater share of the responsibility for caring for and supporting a child falls to the mother, and yet, typically, she has fewer resources and less money than the father. This burden is overwhelming for many women and the children end up in a life of foster care."

Jane Richardson
President, N.C. Action for Foster Children
Raleigh, N.C.

3. Program to monitor and review State, Federal and regional programs for sex discrimination, and to develop legislative proposals in order to determine the Welfare Reform Proposals' impact on women.
4. Program to examine Social Security System for inequities based on sex by recommending reforms in reports submitted to Congress.

PACFW RECOMMENDATION

The President should initiate legislation to create a single Federal AFDC program with a guaranteed income floor equal to 100 percent of the poverty level. The administrative system should be simplified and involve a self-declared eligibility verification process.

Housing

"We believe that decent housing is a basic human right, and Federal, State and local housing policies and programs must be directed to making this right a reality for every American family."

National Low Income Housing Coalition

Background: Several interlocking factors result in a large number of inadequately housed persons, particularly female heads of households, minorities, and the elderly. These factors center around issues of affordability, availability, adequacy, accessibility to services/resources, and discrimination.

Responding to our request for testimony, Josie Barrientos (Denver hearings) gave an overview of the major role played by housing in family life.

"The home is the environment that we are first exposed to; it is where education, health, welfare and work begins. Home is our first exposure to living. Attitudes and aspirations are inspired in this environment. Minority women are very home oriented and yet those that are single heads of households are many times left without home ownership to raise their children."

"The poor, the disenfranchised, and the abused struggle to survive in a hostile environment—minimally supported and generally ignored."

Arie Taylor
State Representative
Denver, Colo.

Data: According to the National Low Income Housing Coalition, it is estimated that there are 15 million households in this country, 20 percent of whom live in inadequate housing. Six million live in housing which is physically inadequate, presenting dangers to health, safety, or life itself. Three million are overcrowded. Nine million must pay more than they can afford. Countless thousands of minority and low income persons face a double bind—they are pushed out of neighborhoods where they want to stay, and not allowed in neighborhoods where they may wish to relocate.

A major problem, then, is the difference between the principle of entitlement; that is, people have a right to access to decent, affordable housing, and the reality is that for many, particularly women, this "right" does not exist.

Affordability: Since 1968, housing prices have tripled. In 1977, 5.9 million households paid over one-half their income for shelter. The 1977 Housing Shelter revealed that 47 percent of all female headed households could not afford decent housing.[1]

Low income households, in general, make up a large part of the group paying the highest

[1] *How Well Are We Housed*, No. 2, Female Headed Households, HUD, Office of Policy, Development, 1978, p. 18.

proportion of their income for housing, yet such households frequently reside in the least adequate housing units. The 1980 National Housing Production Report indicates that female heads of households are, as a group, least able to afford adequate, uncrowded housing whether they spend 25, 35, or 50 percent of their income for rent. Only 81 percent of the female heads of household spending 50 percent of their income on housing are able to obtain decent housing. A little over half of those spending 25 percent of their income are adequately housed. Relief in the form of subsidies and indirect assistance comes to 2.6 million households, one-tenth of all households.

One-third of all the female headed households in 1976 had incomes below the poverty line, although more than one-half of the women who had families worked full or part time.

The cost of housing often rises dramatically for families in central cities who lose their present units due to arson, redevelopment, abandonment by the landlord, or relocation. Faced with finding a replacement unit, female heads of households experience an overwhelming increase in rent that is rarely covered by relocation benefits or other assistance. Because female heads of households remain within the central city neighborhood, the chances of their having choices in possible housing is very unlikely. The increased rent is only one of the costs that these families must pay in moving their household.

Adequacy: Female heads of households fear reporting inadequacies because corrections may effect an increase in rent, condemning the building by code enforcement officials, or retaliation of the landlord who consequently raises the rent. Many women are afraid to withhold rent money even in court receivership because they fear this retaliation.

This problem is experienced as well by Section 8 tenants who find little recourse in fighting bad housing conditions in new government subsidized rehabilitation units. HUD is unwilling to withhold their portion of the rent or take measures to improve conditions, thus leaving the tenant with bad housing and no recourse. HUD wears two hats—it will not withhold rent even though more than justified because the project could go into default.

The cost of ownership is too high for most of the female heads of households both because of their incomes and because of lack of credit. "Mortgages, high interest rates and initial capital for down payment on a house cause undue burden, and many times the opportunity of home ownership never becomes a reality. The HUD programs now offered do not address themselves efficiently to the problems of the ever increasing number of single heads of household minority women. In the future if this problem is not addressed and solved, only a few select single heads of households who are minority women will own homes and the effect will continue to lay a burden on the children." (Josie Barrientos, Denver hearings).

Two other target groups affected by inadequacies in housing from which PACFW heard testimony were the elderly and American/Indians.

Sister Louise Hill (Raleigh hearings) discussed the needs of elderly women who live alone in their own homes, many of which are badly in need of repair. Rising costs of materials and labor have prevented those on fixed incomes from having these repairs made. Sister Hill spoke highly of the CDBG (Community Development Block Grant) programs which provided funds to repair the homes of low income persons meeting the guidelines and the Home Repair Program, which provides free labor if the low income person pays for the material. These programs serve a dual function of providing training for the unemployed and helping low income persons maintain an adequate housing standard. These programs need to be expanded so that more low income elderly can remain in their homes and not be institutionalized because of a lack of housing alternatives.

Another testifier, Priscilla D. Sayen, Seminole Indian, Tampa hearings, spoke of American Indian women who "still accept substandard housing for their families which leads to slum existence," because they cannot financially afford the comforts which are made possible through adequate housing.

"The cost of housing in the Raleigh areas has skyrocketed. Landlords are able to demand exorbitant rent for shabby apartments that do not meet code standards. People could better make ends meet if they could get in public housing, but the waiting list is as much as six years long or longer. The latest reports show that the poor may face an impossible barrier this winter when the cost of the fuel—that they could not afford last winter—is doubled in this coming year. So things are getting worse for the poor."

Mary Dunn
Raleigh, N.C.

Availability: Economic incentives for rental property owners often operate to reduce the availability of houses. Consequently, abandonment of housing is a major problem. Landlords unable to realize a profit or the type of profit margin they wish just walk away from their buildings. They often try to evict the remaining tenants by illegal documents, thus, retiring the buildings from the rental market. Families, particularly those headed by women, find themselves literally squatting in these buildings unable to find replacement housing. In some areas, the housing is rehabitable and can be saved. These are desperately needed in order to put more units on the market for low and moderate income families.

"During my six years in Raleigh working with the elderly, I have seen some excellent programs started. The problem is that the needs are so great and many of these services have such long waiting lists that they are not helpful at a time of crisis."

Sister Louise Hill
Coordinator
Services to Elderly
Catholic Social Services of Raleigh
Raleigh, N.C.

According to Sister Hill (Raleigh hearings), it is difficult for those in the lower half of the low income bracket to get into public housing. "I know a lady who applied for public housing four years ago and is still on their waiting list. I called to inquire about applications for a new housing project being built in Raleigh for the elderly. It already has a long waiting list before it is even completed."

At Warren Village, one of PACFW's Denver site visits, the Committee was told of the pressing need for one parent family housing. "In order to meet these housing needs, the one-parent family must compete with other families in poverty for low income facilities which are in great demand in our larger cities. In Denver, for example, lower income families outnumber government subsidized rental units by a ratio of 10-1."

"Housing poses a vast problem for separated or divorced women with children. Although the Federal Government has taken action to subsidize housing to a certain extent, women are still forced to live in substandard housing."

Kathy Rogers, Chair
Burke County Council on the Status of Women, Raleigh Hearings

Discrimination: Despite the fact that sex is a protected class in various housing and civil rights legislation, sex discrimination in rental property is still occurring. Many factors contribute to this problem: the myth of the intact American family, the view of women as undesirable tenants, and zoning ordinances which often only provide for the nuclear family households, thereby discriminating against various groups of women because of their marital status or sexual orientation.

Mothers receiving AFDC, according to Kathy Rogers, Raleigh hearings, are virtually excluded from federally subsidized housing projects since their income is so low that the amount of rent they could pay would fail to make the housing project economically solvent. Sometimes it is the policy of the individual housing project that a woman must be separated at least 6 months before her application is considered. Often she needs proof of her marital status.

Ms. Rogers also indicated the problems with the housing which fell under the category Section 8. Landlords in some communities are reluctant to participate in the program because the rent and utility expense allowed is often unrealistic and does not keep up with inflation and housing cost standards.

Another type of discrimination is that targeted against large families. Buildings rehabilitated with Federal funds often do not have a sufficient number of bedrooms to accommodate even those families who lived there prior to rehabilitation.

Cities today often prefer to seek senior citizen housing money because it is easier to get, more socially acceptable, and in many ways an easier population with which to deal. The needs of families, especially those headed by women, therefore, are pitted against those of seniors. Even many senior units that are built discriminate against cultural patterns by not allowing children, so that senior women raising grandchildren would not be eligible.

Discrimination against children is another problem contributing to housing problems of low income women. Multi-family housing is not being produced, causing people to scramble to find housing among fewer units.

State Representative Arie Taylor, testifying at the Denver hearings, indicated some positive steps that could be taken to alleviate some of the discriminatory practices which particularly affect women. These include greater access to disclosure information by financial regulatory agencies and establishing a national development policy for urban and rural areas that will increase ownership of land, housing, and other resources of women and minorities, especially women heads of households.

Community Development: Ironically, decent housing becomes harder to obtain in central cities where there is redevelopment in areas with structurally good housing. Female heads of households and minority persons are rarely the beneficiaries of these community development programs although it is mandated by statute that the benefits of such development accrue to low income persons. In some neighborhoods, female heads of households have been forced to relocate three and four times over a short span of years. The relocation move although paid for by Federal funds has not necessarily resulted in better housing.

Families as well get caught in arson prone areas slated for redevelopment, and lose their few possessions, their records, and sometimes their lives. The victims of arson are most often low income minority residents who live in city tenements and are unable to find other housing even when they suspect their building will be torched.

The only way that neighborhoods will be preserved to meet the needs of women is by their participation in the process of community development. Women need a strong and effective voice in the planning and execution of neighborhood preservation activities. From their rich experience they know the needs of their families and their neighborhood. and have experti e that nonresident professionals attempt to articulate.

Some innovative projects have been started, but they are still so few compared to the great need for housing among single heads of households, particularly minorities, and the elderly. Warren Village, for example (Denver site visited), is a single parent community designed to assist single parents in reaching self-sufficiency by providing affordable housing, child care in the building, and counseling support services. It is close to transportation, medical services, schools, and shopping. Other successful project approaches have emphasized self-help housing alternatives such as cooperatives and homesteading.

Federal Initiatives

HUD provides: A program to stimulate wider implementation of practical ideas and to increase community planners' awareness of women's problems by awarding grants based on responses to solicitations, and to prepare a written summary of existing and recommended projects to be disseminated to urban planners.

A program to identify and prioritize technical assistance needs of women involved in community development by conducting a three-day planning workshop.

Funding and a clearinghouse service for low income women.

A program to increase housing options for low income families by providing low rental housing and by subsidizing landlords.

PACFW RECOMMENDATION

The Federal Government must recognize that there is a national housing crisis. There presently is a shortage of available housing units, even those substandard units in which many persons are forced to live. The only meaningful solution for this crisis requires a large public investment in housing construction. Low and moderate income housing can no longer be constructed in this country without substantial government investment and subsidy.

Child Care for Low Income Women

"I am also eager to see a Colorado corporation set up an employee child care program, reaping the benefits for the community, the employees, the business, and, of course, the children."

Juanita Herrera
Migrant Worker
Denver, Colo.

Background: The current special emphasis for child care for the AFDC mother, while important and critical, disadvantages the working poor woman while also hurting women on welfare, because of the criteria for subsidy for child care and the potential for only low paying jobs. Often these women lose more by working than by staying on AFDC.

According to Juanita Herrera (Denver hearings) "One of the biggest problems facing Colorado women is the lack of licensed child care facilities as more and more mothers enter the work force. Women on welfare can get some assistance with child care costs, but women employed at low pay are excluded from assistance. We continue to encourage women's dependence on welfare, instead of encouraging self-development and self-esteem."

Robert H. Ward, Director, North Carolina Division of Social Services, Raleigh, indicated that: "Adequate child care services, either free or at a reasonable cost based on ability to pay must be made available to working women with young children. Equal employment opportunities mean little when child care is either unavailable or unusable due to high cost and/or poor quality. An increasing number of women with young children must work either as the sole support of the family or to maintain family income at a reasonable standard of living. Even when working is by choice rather than a matter of economic necessity, the availability of child care determines whether there is, in reality, an equal opportunity for employment."

Data: "Federal statistics show that the percentage of children under 6 with mothers in the labor force climbed from 28.5 percent in 1970 to 37.6 percent in 1977. By 1990, according to Federal projections, that percentage will climb to 44.8 percent. A similar jump in the number of single parents, the majority of them women, is expected to take place. Also inflation rates have made the once unusual two-income family a necessity in many parts of the Nation. And what of the day care facilities available? And how does the situation look in terms of the kinds of places and care available especially in Title XX facilities." Former Secretary of HEW Califano himself has described the pending HEW guidelines and funding as "custodial . . ." (Sonia Picallo, Tampa hearings).

In the past, child care was viewed as a luxury, rather than as a necessity. Recent figures show, however, that the majority of working women work for economic reasons: 25 percent have never married; nearly 20 percent are divorced, widowed, or separated; and 10 percent have husbands whose income is less than $7,000 a year. These women cannot afford to pay high prices for child care, but as the situation now exists, many pay as much as one-half of their salaries.

Trudy Maniscalco of the Early Childhood Training Center (Tampa hearings) told of her local situation: "Additional child care services for low income families are needed. There are approximately 8,000 AFDC families in

Hillsborough County and only approximately 1,000 families being served. Most of these services are available in the inner city and limited in outlying areas of the county."

Special Needs—Single Heads of Households: "There is a critical need for child care in a quality environment which can provide for the young child's physical safety, mental development, and emotional well-being. After-school care is equally important to the well-being of children aged six to twelve. Child care is essential for single parents if they are to train for and hold jobs which enable them to break the poverty cycle which envelopes the greatest number of one-parent families. Despite the obvious correlation, there were in the United States in 1972 six million working mothers with children under the age of six and child care places for only about one million children. Although some single parents can manage to work part time or arrange informal child care through neighbors or family members, there is a severe shortage of child care provisions in the United States today. Inadequate Federal, State and local funding for child care is one reason for this shortage. The cost of child care, even when it is available, puts it beyond the reach of many low income families."
Warren Village
Denver Hearings

Over and over again, the problems of the working poor female's need for and exclusion from some form of subsidized or partially subsidized child care was the focus of testimony in the human services area at the PACFW hearings.

The Government does help share some of the burden. In FY 77, approximately $2 billion in Government funding went toward child care. The majority of that sum was allocated through Title XX and Head Start, but in total, the Government covers only approximately 20 percent of the monetary child care costs for non-school children.

Of Title XX funded programs, Sonia Picallo (Tampa hearings) stated: "The lack of funds and of a set of quality guidelines from HEW continue to thwart all efforts to provide sufficient day care services for children of low income families and provide optimum environments for the growth and development of these children."

It is essential to raise income guidelines set by HEW so that "one-child families earning minimum wage (single wage earner) will continue to be eligible. As the guidelines now stand, even a 10 cent increase per hour would make the family ineligible."

Current Status and Alternatives: The majority of children of working mothers are cared for informally (by neighbors or relatives; many are left alone). The traditional role of child care provider, through relatives and in the home, has been severely curtailed because of the mobility of families and the high number of divorced and separated women, and little has been done to fill the gap. It is difficult to find available, affordable child care for almost any age group, leaving mothers with few or no options.

Speaking before the PACFW, Jane Hunter Schaeffer (Tampa) stated: "I have found almost across the board, that the teacher-pupil ratio was very poor, many institutions were unclean, the equipment was limited, and State requirements with respect to teaching and health (immunizations) were either nil or not enforced. This is a sad comment on the system that has the power to influence the most important stage of a child's life, the first five years. It is also discouraging to a mother—who wants or needs to work—to have to leave a child in an environment which is neither stimulating nor clean nor healthy."

"Infant and toddler programs are virtually nonexistent and in those that do exist, the care tends to be custodial in nature. . . . Before and after school care is minimal, often causing a mother to turn down employment because of her inability to find care for her children at these times or the 'latch-key' child develops with feelings of alienation and lack of motivation, and guilt and anxiety in the mother." (Trudy Maniscalco, Tampa, Florida).

Ms. Maniscalco continued: "Upgrading standards for licensing and enforcing such standards are being resisted by private child care operators due to the fact that in some

"Well, I am here to tell you that working women are tired of working for a living when half of the low pay we as secretaries receive pays for the day care costs alone. In my situation, I make $6,800 net per year and my day care costs are $3,255.20 per year."
Karen Shaver
Secretary
Raleigh, N.C.

"In any given district or regional office there are young able bodied women with employment skills, or those willing to obtain them, if some arrangement could be provided for child care that they could afford. There are older women whose only skill and background has been raising families. These women have a contribution to make which is going unrecognized. Aside from reducing welfare funds it would give many young women the opportunity to become self-sufficient, break the cycle of poverty, reduce the frustrations which lead to child abuse as well as the less than desirable arrangements with men that the current system fosters."

Dr. Diane Bernard

cases the upgrading results in additional costs to that operator and then must be reflected in the cost to the mother. This problem accentuates the need for publicly provided and regulated child care facilities, located near places of employment and at reasonable costs to the mothers."

Reflecting upon the future, Ellen Hoffman in an article entitled "A National Legislative Agenda for Children" (Forum) wrote: "Our existing national child care programs are a patchwork which, at best, meets only a fraction of the need. The Head Start Program offers critical health, nutrition and education services and important opportunities for parent involvement, but it serves only 20 percent of eligible children. We must continue to expand and improve this program until it serves all of the eligible children, and we must transplant the most effective aspects of it to additional children and families served by other programs or by no programs at all."

The testimony of women from Raleigh to Denver is remarkably similar in stating the need for a comprehensive approach to providing quality, available, affordable child care to the growing number of women thrust into the labor market out of economic need. Our current child care programs reflect little in the way of innovative approaches to meeting the needs of these low income women.

(See also the section on "Child Care" in Chapter VI, Work and Income Security.)

Federal Initiatives

The efforts of the Federal Government in the area of child care for low income families have been channeled through the Department of Health and Human Services (formerly the Department of Health, Education and Welfare).

HEW initiated the Child Development Associate program in an attempt to improve the quality and effectiveness of the care and education provided for young children in Head Start, day care, nursery school and other preschool programs. The Office of Child Development funds projects in educational institutions and private organizations to evaluate and train child care employees before awarding them credentials, and is encouraging all States to accept the concept of credentialing.

Title XX Social Services Program of the Social Security Act is the primary source of funds for day care. During 1979 a large portion of the program's $2.7 billion was used for day care as well as the $200 million earmarked for that purpose.

In 1979 the Department of HEW published for public comment proposed rules to increase the quality of federally funded day care centers. These rules set up standards for child/staff ratios, program activities, training, nutrition, immunization and health assessments, and parental participation.

In the area of child care information and referral, the Administration of Children, Youth and Families, along with the Ford Foundation, launched a nationwide research and demonstration program. These services provide information to help parents locate and choose among various formal and informal child care alternatives. Some 7,000 organizations are involved in the "hotlines." A national survey on information and referral services will be conducted over the next 3 years.

During the expansion of the Head Start Program, HEW gave special attention to the needs of Indian and migrant programs. Although the programs were increased from $3 million to $6 million each, only 15 percent of the need is being met.

The Migrant Head Start Program is the only program for which migrant day care is a priority. Its projects have carefully designed curricula, etc., to meet the unique needs of migrant farm worker families.

ACTION: Program to fund, support, and establish day care centers through direct grants and foster grandparents program of volunteers.

Department of the Army: Program to establish a day care center by task force study and pilot projects.

Commission on Civil Rights: Program to eliminate inequities in Federal policies and programs related to child care and educational

opportunities for women. Use of films, liaison activities, research, and publications.

Community Services Administration: Funding program which has provided money to the Day Care and Child Development Council of America, Inc. for a report and synthesis of recent research in welfare and employment status related to day care concerns.

Defense: Program to promote adequate child care facilities for military couples through a series of workshops.

HEW: Program to use Title XX funds for research on comprehensive, voluntary, flex-hour, bias-free, quality child care at low cost.

HUD: Program of child care for HUD employees.

Interior: Research questionnaire to gage need and request licensing information concerning child care.

Justice: Recommendation that the department support establishment of a day care facility for Justice employees.

Labor: Program to increase day care facilities for Federal employees, Job Corps members and WIN participants, through funding and developing new and existing day care facilities.

Office of Personnel Management: Program to determine the feasibility of proposing legislation which would permit establishment of child care facilities in Federal buildings.

Railroad Retirement Board: Program for Federal employees to provide comprehensive quality child care facilities and to establish a center locally.

PACFW RECOMMENDATION

The Federal Government should assume a major role in directing and providing comprehensive, voluntary flexible hour, bias-free, non-sexist, quality child care and developmental programs, including child care facilities for Federal employees, based on a sliding fee scale, and request and support adequate legislation and funding for these programs. Additionally, substantial parental participation should play an integral part in the design and administration of all child care programs.

"The combination of youth, poverty, and urban existence, and the inner stress of one parent families clearly implies a cluster of needs that are not being currently met by our industrial societies."

Warren Village
Denver Site Visit

Displaced Homemakers

"The women veterans I speak of are the ex-wives of military men who have spent many years in the service of their country. When these women are divorced, military gives them a dishonorable discharge... and they must forfeit all privileges . . . All the material possessions should be community property, i.e., insurance policies, the retirement fund, the stocks and the property that is owned jointly . . . the men retain their rights . . . We are at the mercy of the law in the State where we end up in a divorce situation."

Virginia Day
Lowry AFB
Denver, Colo.

Background: The term "displaced homemaker" was first coined by Tish Sommers in 1975 when the National Alliance for Displaced Homemakers was founded in Oakland, California. This was the first national organization to focus on the special needs of the displaced homemaker.

As the role of the family changed in the 1960's and 70's, and the acceptance of divorce increased, more and more middle aged women were "forcibly exiled" from their roles as wives and mothers. Since 1950, the divorce rate for this group (45-64) increased 26 percent. The displaced homemaker finds the adjustment process to this new life overwhelming. Most of them have few marketable skills, and if they have worked, it was usually in the early years of their marriages. They need financial stability, training, and jobs in order to make the adjustment.

Accompanying the financial realities of a new life, displaced homemakers face deep personal problems. These women, according to Shirley Nickel, Project Coordinator, WRC, Denver, "are in a vulnerable and precarious situation, and are ill prepared to assume total financial, legal and social responsibilities for themselves and, in most cases, their dependents when heretofore the roles for them have been ones of shared responsibilities."

The needs of this target group were expressed at the hearings in larger numbers than any other social welfare issue except domestic violence. This is perhaps in response to the growing numbers of displaced homemakers who are asking for help from agencies and organizations. The numbers, according to the Displaced Homemaker Network, are currently 4 million nationwide. Furthermore, there is potential for many more.

Data: The National Commission on Working Women's 1978 statistics reported some rather alarming figures concerning the economic conditions of women who would be considered "displaced homemakers." There are 7.7 million families in the United States which are headed by women alone, with 48 percent of them having incomes below the poverty level. The median income for these female-headed households in 1976 was $5,762. Even more startling is the fact that the percentage of women over the age of 40 who have no husbands is 37.5 percent (U.S. Census, 1976).

Legal System: With the rise in the number of divorces (a 46 percent increase from 1970-1978) and with the increase of one parent families maintained by women (a rise of 78 percent from 1970-1978) the settlement of support and maintenance for both wife and children becomes the pivotal issue of survival. While 44 percent of divorced mothers receive child support as part of their divorce settlement, under 50 percent receive regular payments. Of all the women who actually receive child support payments only 12 percent are Black. The mere support payment in 1976 was $2,430. Testifying at the Tampa hearings, Prudence Smith Petrakis told of her experience in the legal system. "The first ten years of our marriage we had nothing—the last eight years we lived quite an affluent life, but the situation became increasingly unbearable for me . . . I was given a pittance of our total assets we *together* had accumulated. Life isn't always fair, but the law should be . . ."

Because of small amounts of child support awarded and the lack of enforcement, the legal system has sanctioned the dire economic conditions which face most displaced homemakers.

Employment: The transition from homemaker to wage earner is difficult to make, but imperative to the survival of most women who find themselves suddenly divorced, separated or widowed. Employers have been unwilling to credit displaced homemakers with previous work experience or transfer volunteer skills into

remunerative employment due to the fact that these women have been removed from the work force for a substantial period of time. Many of these women have office skills but these are rusty and outmoded. They have no knowledge of updated office techniques and are too old to take advantage of many nontraditional training and apprenticeship programs which have age limitations. Still others are competing with younger, more experienced women in the traditional female job fields—nursing, teaching, social services, etc. What little counseling they receive generally comes from well-meaning friends but is inadequate and seldom meets the needs of women enduring economic crisis. The result, according to the Department of Labor's *Profiles of Mature Women Workers*, is that the displaced homemaker frequently settles for a low skilled, low paying job which requires little or no training and consequently affords only limited opportunity for upward mobility. Therefore, what has emerged is an urgent need for programs to transition these women into the work force and address their special set of problems.

Education: Because of their limited marketable skills, displaced homemakers are not able to adequately support themselves and their children and still pay tuition and other costs of furthering their education. Without educational assistance, most of these women will spend their lives either unemployed or underemployed. A revision of funding for programs needs to be made so that more financial aid opportunities for women re-entering the labor force can be realized.

Retirement/Pension Benefits: Statistics indicate that 50 percent of women over 65 face poverty subsisting on $1,800 per year. Part of the reason for the poverty level faced by older women is the lack of benefits accruing either through their husband's pension plan, or their own retirement plan.

According to testifier Barbara Duey, YWCA in Colorado, our Social Security system can leave a career homemaker who is widowed or divorced in her fifties totally without resources. Since survivors' benefits do not cover older women whose children are grown, the woman from 50 to 62 may find she has no alternative but to try to find employment for the first time in her life . . . It is not surprising that the fastest growing poverty group in the United States today is the single woman over the age of 50.

Divorced spouse beneficiaries nationwide equal less than .2 percent of the 1 percent total beneficiary population. In 1974, approximately 80 percent of civil servants chose not to provide retirement protection for their spouse. Among military retirees, 50 percent chose not to participate in survivors benefit plans. Upon divorce, ex-wives of military men do not generally share in a portion of retirement acquired during the marriage. Displaced homemakers, therefore, face their old age with very limited resources and virtually no planned retirement benefits to rely on.

"Displaced Homemakers are those persons caught in the middle—in the middle of changing family structures, in the middle of new divorce laws and changing society, more, in the middle of life . . ."

Laurie Shields and Tish Sommers, Older American League Tampa, Fla.

Miriam Krieg, Director of the Displaced Homemaker Service in Sarasota, Florida, spoke to another serious lack in benefits: Access to group medical insurance is either by virtue of his/her own employment or by being a dependent of an eligible worker. This excludes those (mostly between the ages of 45 and 64) who are not employed outside their home and who are under 65. Such persons are then outside the system without the ability to obtain health care insurance.

Perhaps the best summation of the feelings of the displaced homemaker was expressed by Georgette Mitchell at the Denver hearings: "We've come a long way, but we've only begun.

There is a song sung in many Black churches that says 'Lord, don't move the mountain, just give me the strength to climb it.' This displaced homemaker is not asking you to remove her mountain. She is not asking for hand-outs and special favors. She is only asking for the training and education necessary to play the game of life and regain a small part of the American Dream, now that she is a Cinderella without a Prince."

Survey of displaced homemaker programs: Preliminary findings*

Location of program	Rural	20%
	Suburban	16%
	Located at post-secondary educ. institution	25%
Marital status of client	Divorced	43%
	Separated	21%
	Widowed	20%
Age of client	75% over age 40	
Income of client	75% earned less than $5,000	
Dependents	Over 50% had dependents	
Years out of workforce	50% out for over 10 years	
Funding—kinds	CETA	45%
	State	26%
	Voc. Ed.	20%
	Other	3%
	In-kind	3%
	ACTION	3%
	Total funds	$3,680,000
Funding—percentage	Nearly 75% received CETA funds	
	Over 50% received Voc. Ed. funds	
	33.3% received State funds	

*Source: Network News
June '79, Displaced Homemaker Network

Federal Initiatives

In 1978, the "displaced homemaker" became the subject of Congressional attention and a special allocation of CETA funds was set aside to address the needs of this target group. A total of $5 million was set aside for the program—$3.25 million for 31 CETA prime sponsor programs, $1 million for 6 national demonstration projects, and $750,000 for national activities ($165,000 to the Displaced Homemaker Network, Inc. for technical assistance to displaced homemaker projects, $50,000 for evaluation of funded projects and $85,000 for a variety of other dissemination and educational efforts).

Legislative Impediments: The Federal initiative for displaced homemakers (CETA Title III) poses some impediments to the greatest utilization of the potential services by displaced homemakers.

- Frequently, divorced women who receive alimony and/or child support are not eligible because these payments are considered income. These payments are not wages, are unstable sources of funds, and do not contribute to the displaced homemakers' marketable skills.
- Homemakers who are abandoned/separated may be ineligible for CETA because family income for the six months before application is used to determine eligibility. Previous CETA guidelines were more flexible, counting only three months prior income.
- Widowed displaced homemakers who receive widow's benefits until their last child is eighteen may find that these benefits disqualify them for CETA for six months after benefits stop, leaving them without income or alternatives.
- There is confusion regarding the eligibility of the displaced homemaker whose children have been left a trust fund. The confusion is both whether she has to tap into it for her own support, rather than save it for her children as intended.
- Federal guidelines limiting the number of hours which can be worked in order to remain eligible for services (2,600 in the previous five years is the limit) cuts out migrant workers, underemployed, part time employed women who cannot survive on minimal incomes when they become displaced homemakers.
- Sometimes local prime sponsor's interpretation of the guidelines poses barriers to assistance.

The PACFW received testimony from individuals who benefited from some of these CETA funded programs for displaced homemakers. Projects indicated the tremendous need of the clients and the high success rate which they encountered in training and placing these women in a relatively short time.

While the majority of programs serving displaced homemakers have received funding through the national CETA grant program, others have received funds based on State legislation/appropriations, CSA funds to local community action programs and from monies tapped from various State agencies (vocational education funds for example).

Federal funds specifically earmarked for displaced homemakers are essential for the continuation and expansion of these programs.

PACFW RECOMMENDATION

The Federal Government should initiate a feasibility study of homemakers' inclusion in unemployment compensation, disability insurance, and Social Security coverage and formulate policies that recognize marriage as an economic partnership, including the consideration of earnings sharing as a part of Social Security reform.

"From the time I was married in 1965 until 1978, I did not work outside of my home. In 1976 my husband was involved in an accident that resulted in his losing his sight. We lost our restaurant and home, and lived on Social Security, Disability, Food Stamps and by selling our personal items. I saw a commercial about displaced homemakers on television. From that time my life began to change."

June M. Post
Displaced Homemaker
Tampa, Fla.

Family Violence

Overview: Weaving in and out of the concept of the traditional family in a changing society is the reality of family violence. During the last 15 years, there have been rapid changes in the role and structure of the family. However, institutions and attitudes have failed to keep pace with these changes. Consequently, we have been forced to face the fact that the family is, unlike its purported image as a haven from the outside world, frequently the scene of terror and violence.

The term "family violence" is used in this chapter as an umbrella, encompassing the topics of child abuse, spouse abuse, and elder (parent) abuse. While each type of violence has unique elements, the fact that each occurs in the confines of the family unit often creates similar reactions by society and its institutions. A common thread is also shared in the profiles of victims and abusers in family violence situations.

What many victims of family violence have in

"Each family has only 'X' amount of resources or capacities to deal with stress. The bottom line is that if you increase the stress on family members without adding supports to help them cope with it, you increase the likelihood of violence because a person and a family can handle only so much."

Susan Steinmetz
Select Committee on Aging
June 1979

common is dependency. They are in a double bind, since they depend upon the family caretaker(s)—the abusers—for basic survival needs. It is this *protection by virtue of love* that dissuades many elderly, battered women, and victims of child abuse from reporting family violence. Victims, therefore, are characterized by shame about their plight, thinking that in some way they must be responsible: feelings of powerlessness, lack of outside resources as alternatives, and conflicting feelings about their abusers.

There is a basic societal and institutional reluctance which historically mitigates interference within the domain of the family. This reluctance permeates the legal system; the police, the courts, and social services, the church, and community organizations.

The shame of being physically abused by a loved one contributes to the low reporting rates for all three forms of family violence. This shame inhibits the victims from telling other loved ones, relatives, neighbors. Most programs dealing with family violence, therefore, are crisis intervention oriented, not preventive.

A common problem faced by program providers and institutions seeking to give services is the lack of statistical data. Data on child abuse is more available because of mandatory reporting provisions and efforts of police and social services are more coordinated to provide child protection. Still, child abuse, elder abuse, and spouse abuse are largely "hidden crimes." Particularly in the cases of elder abuse and spouse abuse, medical professionals and other service providers are not alerted to signs of violence and do not want to interfere with the "family."

Victims of family violence face a "catch 22" situation; they cannot live a normal life in the violent family situation, but they have no options or financial resources to escape. Alternatives such as foster care, shelters, homes for the elderly are limited and generally not long term solutions to the problems posed by family violence.

The "catch 22" for the service providers and helping agencies is the dilemma of how to assist the violent family: remove the victim from the home, remove the abuser, or attempt to keep the family intact and stop the violent behavior. This last option is more frequently used in the cases of child abuse and elderly abuse. In any instance, punishing the abuser does not financially help the situation since the abuser is usually the provider or caretaker.

Research indicates that family violence cuts across racial and cultural lines. Studies also show that in a large number of cases involving family violence, there exists a cyclical pattern—an abused child or one who has witnessed abuse frequently grows up to become an abuser or victim of abuse. Thus, the connecting thread which involves family violence must be broken with a national awareness of the problem and both long and short term programs of intervention and assistance.

Child Abuse

Background: In the National Center on Child Abuse and Neglect's Draft Model Child Protection Act, "an abused or neglected child means a child whose physical or mental health or welfare is harmed or threatened with harm by the acts or omissions of the child's parent or other persons responsible for the child's welfare."[2]

[2] *"Family Violence: Intervention Strategies,"* U.S. Dept. of Health & Human Services, Office of Human Development Services, Admin. for Children Youth & Families, Children's Bureau, National Center on Child Abuse & Neglect, May 1980, p. 1.

The National Center on Child Abuse and Neglect estimates that approximately 1 million children are maltreated by their parents each year. In terms of types of abuse, as many as 100,000 to 200,000 children are physically abused, 60,000 to 100,000 are sexually abused, and the remainder are neglected. Estimates are that 2,000 of these children die.

Child abuse may occur under a variety of circumstances, according to a study done by HHS, "Family Violence: Intervention Strategies," May 1980.[3] "For example, the parents may be unable to discipline their children and may physically abuse them to enforce their wishes. Children may be viewed as family scapegoats and may be physically or emotionally punished for family problems. In some cases, children who attempt to intervene in a violent interchange between the parents may be assaulted, or a child may be harmed in the course of parental fighting. Parents who are abused by their partners and who cannot retaliate against the abuser may take out their frustrations by abusing a child."[4]

As in other types of family violence, child abuse and neglect are not limited to one segment of the population. "The stresses of poverty and the social inequities experienced by minority families appear to place some children at higher risk of maltreatment; but abused and neglected children come from high, medium, and low income families and from every racial and ethnic population."[5]

All 50 States have mandatory child abuse reporting statutes, laws which require specified categories of persons to notify public authorities of *suspected* cases of abuse and sometimes neglect. The States vary, however, with respect to types of instances necessary to report, persons who must report, time limits for reporting, manner (oral/written) of reporting, agencies to which reports must be made, and immunity conferred upon reporters.

In analyzing the sources of the initial report of abuse, the American Humane Society's Annual Report indicated that more non-professionals (friends, relatives, family members, neighbors) reported to the child protective service agency than professionals (medical, school, law enforcement personnel). However, higher substantiated reports come from professionals who tend to be the ones to see the most obvious cases and who generally have the training to detect signs of maltreatment.[6]

A study by the American Humane Society, *1978 Annual Report—National Analysis of Official Child Neglect and Abuse Reports,* presents in-depth evaluation of data on child abuse victims and abusers. Contrary to commonly held perceptions, victim children as a whole are not characterized by special medical or psychological problems. Children of all ages are abused and neglected, not simply very young ones. In terms of the sex of the victim, boys and girls seem to be abused equally except that more girls than boys are abused in the 13-17 age group.

Findings have also been reported on abusive parents. Family income is frequently cited as a factor associated with maltreatment. Nearly 37

"No child should live in fear or pain from neglect or injury inflicted by parents they must look to for their care and survival; and no parent or caregiver should be deprived of services which appear to provide remediation of stresses which often trigger abusive and neglectful behavior."

Karen C. Mitchell
Program Analyst,
NCCAN
"Reports—Community Based Child Abuse and Neglect Prevention"

[3] Ibid.
[4] Ibid.
[5] *"Working Together"*—A Plan To Enhance Coordination of Child Abuse & Neglect Activities, submitted to the President & Congress of the U.S. by the Advisory Board on Child Abuse & Neglect, May 1980.
[6] Annual Report, 1978—National Analysis of Official Child Neglect & Abuse Reports, American Humane Society in Association with Social Systems Research and Evaluation Division, Denver Research Institute, University of Denver, p. 19-20.

percent of all families had a reported income of under $5,000 and 67.3 percent had incomes of under $9,000. Low income was especially characteristic of families involved in neglect.

Various stress factors were also evident in child abuse and neglect families. Lack of tolerance (20.1 percent) was the highest stress factor for abuse, while insufficient income, inadequate housing, and social isolation were more prevalent in cases of neglect.

As the chart below indicates, there are several common types of maltreatment, with deprivation of necessities 86.4 percent, emotional maltreatment 22.4 percent, and minor physical injury 20.7 percent. Major physical injury accounted for 1.9 percent of the cases.[7]

Types of Maltreatment
All Substantiated Reports
(N = 82, 185)

Type of Maltreatment	Proportion of All Maltreatment*
Major Physical Injury	1.98%
Minor Physical Injury	20.78%
Sexual Maltreatment	6.2%
Emotional Maltreatment	22.4%
Depriviation of Necessities	86.4%
Other Maltreatment	11.1%

*American Humane Society 1978 Annual Report, National Analysis of Official Child Neglect & Abuse Reports.

"How can a 14-year-old girl report that her father raped her?"

Nana LaFevre
Raleigh National Abortion Rights Action League
Raleigh, N.C.

Sexual Abuse: According to testimony of Nana LaFevre at the Raleigh hearings, "50 percent of these (rape) victims are under 18 years of age; 25 percent are under age 12. These children are usually too unaware to report for prompt medical treatment. Often they are too frightened, ashamed, and traumatized to report such humiliating events.... Even more painful and brutal than the fact that women and children are raped, both incestuously and otherwise, is the fact that they can and do become impregnated from these acts. According to the FBI Uniform Crime Report of 1973, 4 percent of rape victims become pregnant. The possibility of pregnancy from incest is even greater because the victims are usually young and unprotected and the intercourse usually occurs repeatedly. Abortion must be available as an alternative for these pregnant, abused children and adolescents. Forcing unwanted childbirth and parenthood merely victimizes them further."

[7]Ibid. pp. 23, 27-34.

Intervention and Treatment: The intervention into cases of child abuse and neglect at the earliest stages of a child's life is extremely important. The key lies in improving the family situation to change the abusive/neglectful behavior pattern and prevent the child from experiencing emotional disturbance or perpetuating the violent behavior.

Several problems emerge in dealing with intervention and treatment which stem from the reluctance to report, although such reporting is mandated by certain professionals and there is some dispute among professionals as to whether this issue is a criminal justice problem or a social service one.

Most child protection service professionals agree that "child protection is not a matter of saving children from their families, but rather of finding ways to equip families to be a safe and wholesome setting in which children can thrive. We have learned to beware of overzealousness and to be mindful of the rights of families to live without unjustified intrusions by public agencies."[8]

It has been found that insensitive family intervention can sometimes be more detrimental to the child's development in the long run than repeated abuse. Removing the child from the home, however, and placing him/her in foster care is not the treatment of choice because it may further traumatize the child.

Prevention: According to Karen C. Mitchell, Program Analyst, NCCAN, the thrust of the dialogue concerning child abuse and neglect prevention centers around its potential as a deterrent of violent crime and its function in decreasing the incidence of "intergenerational transference," i.e., when an abused child becomes an adult, she/he is likely either to become a victim of abuse, or an abuser.[9]

[8] Op. Cit. *"Working Together"*, p. 11.
[9] *"Reports"*—Community-Based Child Abuse & Neglect Prevention, National Center on Child Abuse & Neglect, Karen C. Mitchell, Program Analyst, NCCAN, October 1979, p. 1.

Dealing with child abuse and neglect at its earliest stages is seen as having cost effective and cost beneficial aspects and the initial costs spent should curtail future ones which would result from nonintervention.

Part of intervention programs have included public education efforts and the use of volunteers and paraprofessionals. However, funds and staff for adequate service coverage have been limited so that primary coverage alone becomes an issue. Time, funds, and staff to do long range programs of prevention become secondary considerations in light of the immediacy of helping an actual abused child and abusive family.

Federal Initiatives

The majority of programs at the Federal level which are focused at intervention in the area of child abuse and neglect are funded through the Department of Health and Human Services.

In 1974, Congress passed the *Child Abuse Prevention and Treatment Act* creating the National Center for Child Abuse and Neglect. The Act intent was to make funds available to assist State, local, and voluntary agencies and organizations to strengthen their capacities to develop programs that will prevent, identify and treat child abuse and neglect. Assistance is available in the form of grants for research, demonstration, evaluation, and service improvements.

HHS funds services for Child Abuse and Neglect under the Social Security Act of 1935, Title IV, Part B. This authorizes support to States for child welfare services developed in coordination with the AFDC program to supplement or substitute for parental care and supervision. Services which can be offered families include day care, foster care, and other preventive or protective programs promoting child and family welfare. Title XX funds under the Act are used to provide grants to States for developing programs and services designed to help families become self-supporting, and self-sufficient, prevent abuse and neglect, and help preserve, rehabilitate, and reunite families who are "at risk."

"Many authorities fear these reported cases of child abuse may be but the 'tip of the iceberg' as cases of child abuse can be concealed by family doctors as accidents, and the abused child is almost always reluctant to denounce his parents."

Virginia Health Bulletin
"Child Abuse"
December 1973

Spouse Abuse

"If so many people are involved in hideous, classless crime, how does it remain so carefully concealed? There are several reasons: The nuclear family and marriage are romanticized and presented as a life goal. Wives become frightened to talk about the horror of violence within their marriage."

Pat Gonzales,
Executive Director,
Spring, Inc.
Tampa, Fla.

Background: It is estimated that nearly 2 million women are beaten each year by their husbands. While spouse abuse is hardly a new phenomenon, only recently has the problem gained recognition as a national concern. The historical underpinning of the problem stems from the disproportionate power and status relationship between men and women. At the Tampa hearings, Sue Pins commented on this relationship. "Traditional cultural values in the United States have placed women in subordinate roles to men in all aspects of daily living. The right of possession of a women by her husband had been an unchallenged value until the 1960's. This 'right' extended to the husband the authority to mete out punishment to his spouse, much as a parent does to a child."

Lenore Walker, testifying at the Denver hearings, addressed the issue of the husband's right: "There are those who say that government does not belong intruding into the family's business—that it has no right to interfere—that a man's home is his castle . . . and that some women deserve to be disciplined when they get out of line. Even out West, where this view is not entirely unpopular, there has been a great deal of support for changing this attitude and allowing that the State does have a compelling interest in protecting both the family as an institution and its members and individuals."

Only recently has any statistical data regarding domestic violence begun to surface. Lenore Walker, Denver hearings, cited data which has been used by shelters and domestic violence

"We had been married for four years and each year got worse. I had left my husband three times and each time I returned hoping that life would get better between us, but it didn't . . . Before I left my apartment he hurt me very badly . . . first he choked me . . . then he slapped me . . . he pushed me over the sofa . . . I went to the hospital . . . After he (my husband) had done this to me he asked me what was wrong with me. So I got my children and left at 3:00 a.m. I did not know where I was going but I knew I was not going back there . . . "

Roxanne Wilson
Raleigh, N.C.

"Murder within the family made up approximately 1/4 of all murder offenses in 1975. If the American family is dying, we have reason to believe that its members are killing one another off."

Pat Gonzales
Executive Director
Spring, Inc.
Tampa, Fla.

programs to establish the need for services. "Research reports and documentation by HEW Office on Domestic Violence have confirmed our worst suspicions. It is estimated that one out of two women will be beaten in her lifetime, 28 percent of American couples engage in at least one physically assaultive incident during each year, and between 10 and 15 percent of those assaulted will suffer serious injuries, including death."

Local statistics are difficult to obtain because they lack uniformity in collection and types of data. Even if mandatory reporting were instituted, most cases of wife abuse would go unreported since women are often reluctant or ashamed to admit to being abused.

Maralan S. Hutchins, Coordinator of Virginia Neal Blue Centers (Denver hearings), told the Committee that in 1977, the Centers had conducted a study which showed the southwestern region to have one of the highest incidences of domestic violence, and yet the area has almost no services for women as victims. "Domestic violence," Hutchins said, "rose 900 percent when the energy boom came to Craig, Colorado. It is almost impossible for battered women to find shelter for themselves and their children. The lack of available housing, the high rents, and the lack of shelters give the victim few choices, and leaving the situation, even temporarily, is impossible . . . battered women are easily isolated in rural areas."

Profile of the Victim: According to Sue Pins (Refugee Information Network, Tampa hearings), spouse abuse is based on the fundamentals of previous learning, stress, and the exercise of power.

"A man, therefore, may vent his anger on his mate, who is, in all probability, physically weaker, financially dependent and who, because of socialization and emotional factors, will accept that violence."

When demographic data are examined, no pattern emerges. The only national survey currently available was conducted by Richard Gelles in 1977, with a little over 2,000 randomly chosen couples representing diverse income, race and education groups. This and other research indicate that domestic violence is not specific to any social, economic, racial, or educational group. The research does indicate, however, that in a large number of cases, alcohol is involved.

Another piece of data emerging from the research is the cyclical nature of spouse abuse. "Women who grow up in homes where their female role models are abused are very likely to accept abuse in their own relationships. Men who grow up in homes where the male figure abused his mate are similarly likely to abuse their own mates." (Sue Pins)

Pat Gonzales, Director of Spring, a shelter for battered women, explained that women remain in abusive situations for a number of reasons. "Friends and family often look to the victim for reasons for abuse. Blame is a heavy burden to carry through the door to an unknown life style. Helping professionals often ask her 'why does she stay' instead of 'why does he beat her.' Comments by battered women best explain their plight: 'My minister told me to be forgiving and tolerant. . . . I went to my doctor —he gave me pills to calm down . . . At my therapist's, they told me I want to be beaten'. . ."

Institutional Response: "The Criminal Justice System, from the police officer to the State attorney to the courts, has traditionally been indifferent to the offense of assault or battery when between spouses" (Sue Pins, Tampa hearings). This reluctance to intervene in spouse assault has led to a virtual institutional sanction of the problem. Part of this indifference is due to the fact that police frequently can do little under the law to prevent the violence, in many States cannot arrest on probable cause, and often are injured when responding to such calls.

"Many women are totally without funds," a witness said (Denver hearings), "and therefore cannot retain private attorneys . . . State agencies are so backlogged . . . the women have absolutely no means of initiating restraining orders, requesting child support, applying for dissolution of marriage or child custody. They are also unable to pay required fees for serving papers or publishing notices."

Social Services: Pat Gonzales, Director of Spring, stated: "Battered women need many of the same things that all disenfranchised people need: emergency and low cost housing, child care, legal aid, to be heard in court, jobs and educational opportunity. What is needed the most is a change in social conscience."

The most critical need of most women who are victims of domestic violence, according to Barbara Rawlines, Ex-Director of Women's Aid (Raleigh hearings) is for a crisis shelter and a supportive interim housing situation while entering community service systems. "In a *few* communities, such as ours, a crisis shelter is available. In most cases the crisis center is too limited in space and funds to allow the transition stay of six to twenty weeks which many victims require to establish independent living situations."

"We have learned that a totally coordinated program of services has the most success in breaking the cycle of violence, stated Lenore Walker at the Denver hearings. Collaboration between police, district attorneys, judges, lawyers, mental health workers, social services, schools and the media prevent the manipulative cover-ups that have existed to protect members of a country who just didn't want to know about violence against women. We need the President to speak out. His call for attention can overcome the denial and minimization of its deadly effects."

Federal Initiatives

In the past few years, the Federal Government has begun to respond to the pressure exerted by grassroots organizations to recognize domestic violence as a national problem which should be addressed at the Federal level.

Legislation

The most important piece of legislation which will affect victims of domestic violence and service providers is the Domestic Violence Prevention and Services Act which passed the House and Senate and went to Conference Committee in the 96th Congress. It is the first piece of Federal legislation solely for domestic violence services which would directly fund shelters through State government agencies. The funds would not require a State match, although shelters would only request up to $50,000 and this request would not be more than half of their current budget. The majority of funds would go to private non-profit organizations which had been providing shelter services to battered women.

Agency Responses

Health and Human Services: In 1979 an Office of Domestic Violence was established to gather and disseminate information on violence in the home, provide departmentwide leadership for planning, promoting, and developing activities related to domestic violence. Victims of spouse abuse are also included for services in the Title XX social service regulations.

Housing and Urban Development: The need for housing, particularly shelters, was recognized by HUD over 2 years ago. In addressing this need, eligibility requirements in existing housing programs were altered to facilitate the use of HUD funds for shelters primarily by automatically rating shelter users as 100 percent low income to increase their priority rating for grant funding. The guidelines for CDBG and Section 8 Housing were expanded to include funding for rehabilitation and/or operating expenses for battered women's shelters. HUD has also published a "how-to manual" on housing options for victims of domestic violence.

Community Services Administration: Provided nearly $1 million in funds for domestic violence training and technical assistance programs and published training materials for distribution to helping agencies throughout the country.

LEAA: Has funded both shelters and non-shelter advocacy programs for victims of domestic violence. Many of the earliest shelters began with these funds. LEAA also provides grants to the Center for Women's Policy Studies to act as a clearinghouse for information on women and violence.

NIMH—for Family and Child Mental Health: Has funded research and demonstration grant projects in an attempt to determine the factors relating to forms of intrafamily violence.

Department of Labor through CETA: Has funded local level projects which provide entry

"Long ago I believed that I was unique. I have learned that my experiences of being powerless and injured are classic. Fifty percent of all women will experience violence in their personal lives, at the hands of ones they love and trust. Women and men working against violence need encouragement, recognition, and financial support. Love is not enough. The iceberg has only begun to surface."

Pat Gonzales
Executive Director
Spring, Inc.
Tampa, Fla.

"Producing generation after generation of witnesses, victims and abusers dooms our society to living in fear. A woman today is less safe in her own home than on the streets."

Pat Gonzales
Executive Director
Spring, Inc.
Tampa, Fla.

level staff positions for shelters and which have been crucial to the survival of these shelters.

Commission on Civil Rights: Has held hearings on domestic violence, studied treatment and programs available, and published and disseminated "Battered Women; Issues of Public Policy" and "Coming Out of Violence, 1978."

ACTION: Has funded demonstration grants to improve services to victims of domestic violence and has provided VISTA volunteers for use in battered women's shelters.

Elder Abuse

The PACFW's three public hearings produced no testimony on elder abuse. While the needs of older women received attention from the testifiers, elder abuse has not "come out of the family closet" and little documentation exists on the extent or severity of the problem. Citations, therefore, come from the limited number of State studies and testimony before the Select Committee on Aging.

Demographic studies in the United States indicate that the elderly (defined as those 65 years or older) are the fastest growing segment (11%) of the population. Because women outlive men by an average of 7.8 years, the majority of older persons are female.

Background: According to researcher Susan Steinmetz, it can be estimated that 10 percent of elderly in the care of middle aged offspring are "at risk."[10] As many as 500,000 persons aged 65 and over who live with younger members of their family are physically abused.[11] Testifying before the Select Committee on Aging in June 1979, Marilyn Block, Director of the Project on the Battered Elder Syndrome, Md., indicated that during the 8 months that the protective service had been in operation, the office received 600 reports. Of these 474 were activated, 87 were cases of abuse, and 314 were cases of elder neglect. During that same time, the Baltimore Police Department reported 149 assaults against individuals over 60, with 62.7 percent having been committed by a relative of the victim (Helen O'Malley, researcher/planner LRSE). Again, in testimony before the Select Committee on Aging, Jacqueline Walker, State Nursing Home Ombudsman, Dept. of Aging, Connecticut, reported 937 cases in a 15 month period, with 107 of the 169 towns in Connecticut reporting cases of abuse.

Profile of Victims: One of the few studies conducted (University of Maryland Center on Aging) has revealed that the typical victim of elder abuse was 75 or older, female, had little income, and was generally in poor health.[12] Supporting findings from the Legal Research

[10] Select Committee on Aging, June 1979.
[11] Ibid. (Gilles)
[12] CJE Newsletter, Spring 1980

and Services for the Elderly (Boston, 1979), it was found that abuse was recurrent, rather than one time incidents.[13] Four percent of the elderly respondents reported cases of abuse in the community. If this figure were to hold true nationally, according to the study, there would be nearly 1 million cases of elder abuse a year.[14]

Other facets of elder abuse are revealed in a pilot study in Michigan.[15] The study indicated that city dwelling elderly appear to be more likely to be physically abused than rural elderly. Of the kinds of abuse, psychological abuse or neglect seem to be more frequent than physical abuse and the mismanagement of the senior's financial affairs is as likely to occur as other forms of abuse.

Problems Leading to Abuse: Only recently has emphasis been placed on the issues specific to the nearly 14 million elderly U.S. women. Because of their distinctly larger number in the aging population, elder abuse among women is becoming one of these specific issues. Concurrent with the problem of increasing financial demands of the family is the profile of the elderly woman facing three at-risk situations—she is female, old, and poor. Hence, physical, emotional, and economic conditions all contribute to her plight.

Caring for an elderly parent raises enormously the stress of adult children.[16] Essential to handling the situation is the availability of a support structure and system of coping. This support system is lacking both within the family unit and from the larger community and its institutions.

Sometimes a family thinks that they can take care of the elder parent, but the parent's feelings of dependency may turn into demanding attitudes or passivity, neither of which is helpful and which may lead to various problems of neglect.[17]

In some cases, the parent requires full-time attention and the daughter may have to give up her work and much of her own life. She feels trapped. The support system of other family members may well fall away. The relatives don't come around anymore. The daughter feels frustrated, isolated, angry. This anger may manifest itself in neglect.[18]

Victims refuse to report for numerous reasons, the majority of which reflect the "family" aspect of the violent act as in spouse abuse and child abuse. Victims fear retaliation, lack alternative shelter, fear the unknown, lack support systems, are frail or have physical limitations and do not want anyone to know that their own children physically abuse them.

Intervention Strategies: During the latter years of one's life, change becomes exceedingly difficult. The comfortable, familiar surroundings of home are of vital importance and there are human and cost effective mechanisms available by which many of our elderly citizens can remain in their own homes. The majority of elderly women live alone and on fixed incomes. Inflation has increasingly cut off their options.

While only 5 percent of all elderly are institutionalized, only 1.1 percent of Medicaid funds are spent on home health services.[19] Access to these services is a most pressing need of today's elderly population. Approximately 2.6 million people aged 65 or older need in-home services.[20] These services would allow the elder citizen to stay at home amid familiar, comfortable surroundings and avoid unnecessary institutionalization or having to be a burden on their adult children.

Approximately 12 States have adult protection laws and seven others have laws pending. These laws mandate that anyone who comes in contact with a suspected case of elder abuse must report it. This law is similar to the mandatory child abuse reporting system, although in many of these States the adult protection laws are not well enforced.

In the community, social service providers

"... Who will be responsible for the elderly? Who will assume the cost of "elder-proofing" care-providing children's homes when elderly kin must reside with them? Who will provide education to these offspring who have no alternatives but to assume the care of their aged kin in their own home? Who is responsible for providing support systems to aid families who have elderly kin residing with them?"

Susan Steinmetz
Researcher
Select Committee on Aging
June 1979

[13] Ibid.
[14] Ibid.
[15] Ibid.
[16] Select Committee on Aging (Steuer), June 1979.
[17] Ibid.
[18] Ibid.
[19] *Women and Health Roundtable*, Vol. IV, #4, April 1979, p. 1.
[20] Horn, Linda and Elma Griesel, Nursing Homes, *A Citizen's Guide*, Boston, Mass.

generally believe the homeless and destitute elderly to be their primary clients, not seniors living with and abused by relatives and caretakers. Therefore, they frequently miss signs of abuse and neglect in elderly that they encounter.

In States which have no mandatory reporting laws, consent is the only approach to providing help to the family or the abused elder. Intervention of the first choice, as in child abuse, is to keep the older person in the home and to provide such supportive services as counseling, medical and nursing care to assist the caretakers. The displacement of the older person is the last choice of intervention and can only be accomplished through the legal process.

Federal Initiatives

The Administration on Aging, through authorization of the Older Americans Act, has funded four studies. All four grants were given for State studies: Michigan, Maryland, Massachusetts, and Ohio. No national study has yet been initiated.

The House Select Committee on Aging has held three hearings on elder abuse and the White House Conference on Aging is scheduled for November/December 1981.

Legislatively, there is a provision to amend Title XX to include emergency shelter for adults (HR-3434) and provide these protective services to anyone regardless of income.

The problem of elder abuse has also come to the attention of Congresswoman Mary Rose Oakar (*D.-Ohio*), who has introduced the Adult Abuse Prevention and Treatment Act (HR-7551, June 1980). This bill proposes to create a National Center on Adult Abuse and would provide funds to States for adult prevention and treatment programs if the States meet a set of criteria. These criteria mandate the existence of adult protection laws, immunity for persons reporting abuse, confidentiality of records, established, multi-disciplinary programs, cooperation of allied agencies, dissemination of information and the participation of the abused adult in the decision concerning his/her welfare.

PACFW RECOMMENDATION

The President and Congress should continue to declare the elimination of violence in the home a national goal.

- The President and his administration are to be commended for establishing the first Office on Domestic Violence in our history, and for working diligently for the passage of the legislation that was necessary to expand its programs and increase the number of *abused women* it can effectively serve.
- A national study on the scope and the problem of *elder abuse*, causes of the problem, mechanisms for improving familial situations of violence should be undertaken and appropriate legislation enacted to address the needs of abused elders.
- The President and Congress should provide continued funding and support for the prevention and treatment of *abused children* and their parents under the Child Abuse Prevention and Treatment Act of 1974.

"As a society, we have mandated laws to help stop this offense but this, as a sole means of prevention, is falling far short of its goal. As a matter of fact, this crime is increasing."
Sandra Faust
Tampa, Fla.

Sexual Assault

Background: Sexual assault, contrary to popular perceptions, does not always occur at night in dark alleys and among strangers. Statistics indicate that sexual assaults are as likely to occur in the victim's home with someone that she knows as in the "traditional picture." The victim then faces a wide array of social, psychological, and physical problems as she attempts to decide which course she must take with medical and criminal justice representatives as well as family and friends. She is both somehow ashamed that the sexual assault happened to her because of the onus placed upon the victim as being somehow responsible

and afraid of the return of her assailant.

"To everyone—the victim, the physician, the policeman, and the judge—the word 'rape' conjures up powerful emotion—Because emotions are so integral a part of the event and aftermath, successful management of the victim of sexual assault requires a multifaceted approach involving the legislative system, the legal system, police intervention, peer group support, and medical treatment."[21]

Testifying at the PACTV's Tampa hearings, Sandra Faust cited the latest sexual assault statistics. "According to the FBI Uniform Crime Reports in 1978, one woman was raped every 8 minutes in the United States. Let me repeat that, every 8 minutes in this country a woman is raped. This statistic alone is alarming. Yet, it is important to remember this figure is misleading. It is misleading because that is how many women *report* this crime to the appropriate law enforcement agency. It has been estimated that for every rape that is reported, 10–20 go unreported. In Florida from 1977–1978, it has increased 18 to 19 percent. It now becomes obvious we have a very serious problem in our country."

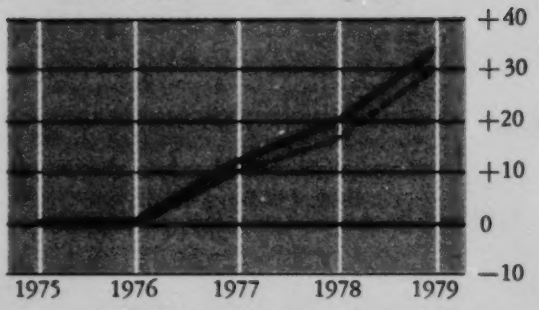
According to the FBI Uniform Crime Reports, September 1980, the number of forcible rape offenses was up 13 percent over 1978 and 35 percent over 1975. During 1979, 39 percent of the forcible rapes occurred in cities with 250,000 or more inhabitants, where an 11 percent increase in volume was recorded. In the suburban areas, forcible rape offenses rose 12 percent, and the rural areas registered a 4 percent increase over 1978. All regions indicated upsurges in the volume of forcible rape offenses with increases of 16 percent in the North Central States; 14 percent in the Southern States; 12 percent in the Northeastern States; and 11 percent in the Western States.

"Why do men rape?" A. Nicholas Groth, Director of the Sex Offender Program at Connecticut Correctional Institution, finds sex offenders share similar attitudes toward women. They view women as holding positions of

[21] Evrard, John R., M.D., and William Sturner, M.D., "Comprehensive Management for Rape Victims", *Ob/Gyn Digest*, June 1977.

Forcible Rape

— Number of Offenses Up 25%
--- Rate Per 100,000 Inhabitants Up 31%



Source: "Crime in the U.S.," FBI Uniform Crime Reports, Sept. 1980, U.S. Department of Justice, p. 14.

privilege, being powerful and exerting control over men. Men who rape use sex to aggressively express these non-sexual feelings. Groth sees a rapist's aggression manifested in one of three patterns: anger, power, or sadism.

Anger is the prime motivation of about one-third of sexual offenders. The assailant is upset and angry either at the victim specifically or at someone else. The attack is brutal with much battering and is rarely premeditated. Exercising power is the most common motivation of rapists. These men feel inadequate in their lives and establish control and dominance by placing someone in a subordinate position.

Victims: People and institutions respond to victims differently depending on the circumstances of the assault. Victims of the "anger" rapist are usually believed by friends and the legal system because they often have bruises. However, victims of power rapists face a different problem. It is difficult for people to understand why the victim didn't resist more, why they were so intimidated. In fact, these victims are bargaining for their lives.

Within the framework of the Rape Trauma Syndrome, rape victims have been shown to manifest several reactions beginning with immediate acute distress at the time immediately following the assault and lasting for a few days to several weeks. This is often followed by a second state when the victim appears to have resolved the trauma of rape but more often than not it is a period of denial that is characterized by "pseudo-adjustment" and a return to usual activities. The third stage

"Any women out there is a potential victim of violence . . . I was a daughter shocked at the attempt of incest. I was a teenager raped by a family friend. I was a wife threatened by guns and knives."

Pat Gonzales
Executive Director
Spring, Inc.
Tampa, Fla.

"I cannot stress enough how tremendous an impact this crime has on the female victim and her family. This crime affects all areas of her being—physical and emotional. It is so devastating an experience many victims contemplate suicide following a rape."

Sandra Faust
Tampa, Fla.

"Currently, programs such as mine have to fight for grant money or beg existing agencies to see the need for services . . . This task itself is extremely time-consuming and detrimental to the needs of our victims. It is time we turn our attention in a concentrated effort to women as victims and offer good and consistent services for these women."

Sandra Faust
Tampa, Fla.

"What I so often experience . . . with victims is the feeling that they are first raped by the offender and then raped by our system."

Sandra Faust
Tampa, Fla.

begins when the victim develops an inner sense of depression at which point concerns which have been dealt with superficially begin to reappear for further resolution. It may take many months or even years for the victim to work through this trauma.[22]

Treatment System: The greatest problem faced by victims of sexual assault is the lack of uniformity, coordination, and sensitivity of the various links in the system and the lack of national treatment standards.

If a woman wishes to report the sexual assault to the police, she must undergo a physical examination to gather evidence for the "State." This examination can be frightening and humiliating to the victims depending upon the sensitivity of the doctors and nurses during this period of trauma. In any case a woman should seek medical treatment to attend to any injuries but also for her long term health.

If the victim reports the rape to the police, frequently the "State" will pay for the hospital examination as part of the evidence to be gathered. If she chooses not to report, the medical costs usually fall to the victim. Testifier Sandra Faust (Tampa hearings) pointed out this problem in her community: "It is important to realize that in Florida currently a victim that has been raped must pay for the examination she receives at a hospital emergency room. In Alachua County, these exams run from $175-$200."

Legislation: While some States have revised their statutes regarding sexual assault, most have not, and consequently are still based on sexist attitudes. Lobbying for sexual assault reform frequently takes the form of requests for changes in definition of rape to assault to point up the fact that it is an act of violence and not passion. The degree of coercion rather than the concept of consent should be the primary issue, the past sexual history of the victim should not be considered relevant evidence, and there should be acknowledgment of the existence of sexual assault in marriage.

[22] Sutherdard, Sandra and Donald Sherl, "Patterns of Response Among Victims of Rape", American Journal of Orthopsychiatry, Vol. 40, No. 3 (April 1970) p. 504.

Institutional Response: "The dilemma of whether to report a rape is faced by thousands of victims of sexual assault. For many the answer is not to. Although regrettable, the response is understandable. The rape victim has long been the victim of the popular but false belief that 'she asked for it.' Police, prosecutors, and medical examiners have been accused by rape victims of insensitive and unsympathetic behavior. Social service agencies are often ill-equipped to deal with the rape victim's special needs."[23]

The victims who persevered to the trial stage have found themselves "put on trial" as defense attorneys grilled them about their own sexual histories. It's not surprising that actual rapes far exceed the number reported to police. Nor is it any wonder that many women who do report later refuse to prosecute.[24]

Local rape crisis centers, one of the earliest grassroots efforts by women, provide some of the best support systems for sexual assault victims and their families. A victim can seek information, counseling, and support through these centers without having to report to the police and can receive the necessary assistance and companion services if she does decide to report. The National Coalition Against Sexual Assault is the organization which acts as a network for professionals and volunteers working in programs providing direct or indirect services to victims of sexual assault.

Local rape crisis centers are, like most grassroots efforts, poorly funded and run primarily through the dedication of volunteers. They have proven, however, to be one of the most effective methods of dealing with the psychological trauma faced by sexual assault victims in the entire treatment system.

Primary Prevention: One of the emphases which has been placed on programs by rape crisis centers has been on primary prevention. It is known that changing laws alone will not change attitudes. Hence community education programs about the nature of sexual assault and

[23] An Exemplary Project—Stop Rape Crisis Center, Baton Rouge, Louisiana, Debra Whitcomb, Deborah A. Day, Laura R. Stuben, LEAA—1979.
[24] Ibid.

the means of confronting it have greatly increased in the last 2 years. Through a series of films on Acquaintance Rape funded by LEAA and HEW, a great deal of work is being done among teenagers and in schools in discussions of roles and expectations in interpersonal relationships. This education is being done with parents, teachers, and community groups as well as those in the main treatment system such as police, medical professionals, and judges. It is an area where enormous efforts are necessary and very limited funds are available for staff, materials, and technical assistance.

Federal Initiatives

Legislation: In mid September 1980, the House and Senate Conference Committee met and reached agreement on Title VII of the Mental Health Systems Act which will provide funds for research on sexual assault and funds for services. This is the first time that money for direct services to victims of sexual assault has been targeted. Previously the grant funds have gone for research only, leaving grassroots organizations and local programs with no access to grants which would directly affect victims.

Department of Health and Human Services The National Center for the Prevention and Control of Rape (National Institute of Mental Health) provides technical assistance to State legislators who are interested in revising criminal codes in their States, developed a directory of local task forces and other pertinent resources in the area of sexual assault, conducts the National Rape Information Clearinghouse to facilitate public information and education activities.

HHS does not have the authority to fund rape crisis centers, but the National Center for the Prevention and Control of Rape does assist Community Mental Health Centers through research into the legal, social, and medical aspects of sexual assault. Grants are available for basic and applied research, research-demonstration, and continuing education. The budget allocation for the National Center has severely limited its staffing and scope of operation.

The Law Enforcement Assistance Administration has for several years provided assistance to communities, police departments, district attorneys, and rape crisis centers as their programs related to the Criminal Justice System and its effectiveness and efficiency. Many projects centered around victim-witness assistance programs and demonstration projects which became models for rape crisis service delivery as they related to the treatment system for victims.

ACTION has provided VISTA volunteers to assist in development of volunteers to work in rape crisis programs and in community organization and education efforts in the area of sexual assault.

PACFW RECOMMENDATION

Legislation which provides funding for *medical and psychological services* for sexual assault victims should be strongly supported.

"I would like to recommend the establishment of a national rape protocol. This would set up uniform procedures to be followed from the hospital all the way through the legal aspects of the ensuing proceedings."

Sandra Faust
Tampa, Fla.

Seventeenth century England, Lord Chief Justice Matthew Hale wrote: "Rape is an accusation easily to be made and hard to be proved, and harder to be defended by the party accused, tho never so innocent." Even now, many judges routinely include a version of the "Hale Instructions" in their jury charge, casting they have doubt on any accusation of rape.

"Rape Alert"
Newsweek
November 10, 1975

Female Offenders

"Because of the location of women's penal facilities, and the principle of economies of scale, women as inmates have less access to work release programs, while still being often subjected to emphasis upon learning traditional women's work of clerking, sewing and cosmetology."

Jackie L. Wilson
Chairperson, Department of Criminal Justice and Criminology
Metro State College
Denver, Colo.

"Please take the time to find out what is going on in the women's prisons in your state."

Suzanne Monzon
Female Offender
North Carolina Correctional Center for Women
Raleigh, N.C.

Background: "Imprisonment is difficult for all human beings, but women, because of their socially defined roles, have special problems of their own. Relationships with daughters and sons, the lack of job skills or education, dependency rather than self-sufficiency, all these are magnified in the case of women."[25]

Studies found that based on arrest data, female crime in the most recent period has been increasingly concentrated in economic categories which are associated with economic distress. "The average adult female offender is young, poor, black, with limited education and skills, the head of household and the mother of several children."[26]

The courts, like most institutional settings, operate with sexist attitudes. Judges may be more reluctant to jail women, believing that women don't have strong criminal tendencies. Other judges, however, advocate harsher treatment for women because they believe that crime is 'unnatural for women—not womanly' behavior and thus they should be punished.[27]

Confinement: Most local city and county jails were not built to house women. Almost every State, however, has a women's prison. Most of these are in rural, isolated areas where there is little opportunity for study or work. They are far from the communities to which they will return, and visitations are difficult.[28]

"For the second consecutive year, the relative increase for female prisoners was about half that of the previous year, and for the first time in almost a decade it was lower than that for men—1.5 vs. 2.3 percent. Triggered by a 27 percent drop in the number of imprisoned women with short sentences or no sentences, the relatively low overall rise contrasted sharply with the extremely high increases registered from 1974-1976. However, the number of women serving sentences of more than a year rose appreciably (4.3 percent). As a proportion of all State and Federal prisoners, the number of women inmates remained at 4 percent."[29]

According to a GAO Study,[30] 66 percent of female crimes are victimless (substance abuse, prostitution). Thirty percent of all inmates in women's jails are convicted. Most offenders are young (18–29) with median age of 24 for unsentenced women and misdemeanants and 27 for felons. Forty-five percent of them have dropped out of high school, 14 percent have only an elementary school education. One-third of the female offender population were poor as children and one-third were from families who were dependent on welfare. Many had families where alcohol or drug addiction was high.

One-third of the female offenders had served in juvenile detention and 49 percent had been arrested for the first time between 18 and 24 years old. Fifty-six percent are the sole support of their children and one-third have minor children at home. Twenty-three percent have more than three children. If the female offender has a previous record, children are probably not living with her.

Female offenders lack coping skills. Their knowledge of health, birth control, housekeeping, etc. is usually inadequate.

Thirty-three percent earn less than $5,000 a year and 75 percent earn less than $8,000.

Forty-three percent had some job training but most were in the traditional female occupations

[25] Women Behind Bars, An Organizing Tool by Resources for Community Change, 1975, p. 6.
[26] Center for Women Policy Studies *Summary Report*—Criminal Justice Programs for Women Offenders, Jane Roberts Chapman, 1979, p. 5.
[27] Ibid, p. 7.
[28] Ibid, p. 6.
[29] Prisoners in State and Federal Institutions on December 31, 1979—Advance Report.
[30] Female Offenders: Who are they and what are the problems with confronting them? Study by Staff of U.S. GAO, August 3, 1979.

and were earning low wages. One-half were working when arrested. Ninety percent expected to work upon release, 85 percent wanted more training, and 80 percent wanted more education.

Prisoners Under Jurisdiction of State and Federal Corrections Authorities on December 31, 1978, and December 31, 1979

Prison population by sex	Total			Maximum Length of Sentence					
				More than one yr.			Year or less (& unsentenced)		
	1979	1978	% of change	1979	1978	% of change	1979	1978	% of change
United States	314,083	307,159	2.3	301,849	294,299	2.6	12,234	12,860	—4.9
Male	301,156	294,418	2.3	289,762	282,701	2.5	11,394	11,717	—2.8
Female	12,927	12,741	1.5	12,087	11,598	4.2	840	1,143	—26.5

Prisoners in State and Federal Institutions on December 31
National Prisoner Statistics Bulletin SD-NPS-PSF-7A, May 1980
Advance Report, U.S. Department of Justice, Bureau of Justice Statistics.

Testifying before the PACFW in Raleigh, Suzanne Monzon, a 36-year-old mother of four serving 10 years in the North Carolina Correctional Center for Women for selling drugs, read a statement she said was prepared by 20 women in her creative writing class. Some of their concerns were the use of male guards, poorly trained correction officers, lack of women judges at the criminal level, unrealistic job-training programs and the incarceration of young shoplifters with long-time heroin dealers. There are four Federal institutions which house women—Alderson, West Virginia, and Pleasanton, California, which are all female; and Ft. Worth, Texas, and Lexington, Kentucky, which are co-correctional.

Work and Training Programs: On the Federal level, education available is adult basic education, adult secondary education, occupational education which includes vocational training, on the job training and apprenticeship, and post secondary training. State institutions generally offer a great deal less.

"In order for the female offender to reform during confinement, she must have access to programs designed to meet her education, vocational and other needs."[31]

[31] Ibid.

Most vocational training which has been provided has been in female stereotyped occupations and often training is technologically useless and outdated. The Women's Bureau, Department of Labor, worked for several years to introduce nontraditional job training into the Alderson program.

Female Offenders and Their Children: Perhaps the most compelling needs of families caught up in the criminal justice system are those of the children. If a woman is incarcerated her children lose their mother, probably their home, possibly their brothers and sisters. They may become wards of the State and, in some jurisdictions, may be put up for adoption without the mother's consent. They may see her only through a screen in the presence of guards, if they see her at all. While she may have limited parenting skills, the affectional ties are strong and maintaining the original mother-child family can be argued to be in the best interest of the child, mother, and community.

Demonstration projects in parent/child relationships are being tried both in halfway houses which are used as diversions from prison or upon release and in some prisons. Some of these alternatives are children living-in with

"The most tragic thing of all is that women are in prison far from their families and children. Why must children be punished, too?"

Suzanne Monzon
Female Offender
North Carolina Correctional Center for Women
Raleigh, N.C.

We concur with the view that to some extent women inmates have been isolated from many of the most painful aspects of large-scale prison life, but it is the same isolation which precludes women as offenders from equal access to rehabilitative resources."

Jackie L. Wilson
Chairperson, Department of Criminal Justice and Criminology
Metro State College
Denver, Colo.

their offender mothers, extended visitation periods, and parenting classes where offenders can get classroom and sometimes practical skills in parenting.

Health: The mental and physical health of the female offender is at risk. Adequate health care is rare and gynecological/obstetrical care often unavailable. Isolated settings of female prisons make it hard to recruit medical staff.

The Federal system is usually better for its drug and alcohol programs. Local jails lack these programs for good mental health assessment and counseling.

Release: According to a 1976 survey by the Female Offender Resource Center of community based programs which represented approximately 6,200 female offenders, four major problems that they encountered upon release are:

- The lack of job skills (the most important problem—84%)
- The lack of education
- Readjusting to family life and coping with prejudice
- Difficulty arranging for child care

More alternatives to incarceration need to be found. Courts can commit women to half-way houses where they can receive counseling, be placed in job training, and receive comprehensive services while they learn to become self-sufficient.

Less attention has been given to the development of half-way houses for women than for men. Half-way houses which do exist are not well funded and not readily available in most communities. Usually there are no programs to which judges can divert women and few programs involved in prerelease/post release transitions.

More funds, staff, and coordination between the criminal justice system and the community are required to make these programs operational and to develop new ones to meet the needs of female offenders and their children.

Federal Initiatives

In the past few years, more Federal attention has been given the needs of the female offender and the unequal treatment she receives compared with her male counterpart. One area where the greatest change has taken place is the emphasis on employment training which has been given impetus by the **Women's Bureau, DOL** and the **Department of Justice.** These programs give particular emphasis to nontraditional job training for female offenders to increase their chances of employability upon release.

LEAA has also funded projects to aid the female offender at the State and local levels. This has been particularly important in funding half-way houses and transitional living situations to which female offenders can be diverted or to which they can go following incarceration while they transition back into the community. LEAA has funded projects involving juvenile diversion and local correctional facility programs.

CETA (Comprehensive Employment and Training Act) has funded projects which assist offenders, in prerelease programs. Offenders are assisted in assessing their skills and training needs, linking them with needed social services upon release and assistance in finding jobs. CETA also funds similar projects for ex-offenders, with emphasis upon employment readiness, training, counseling, and job placement.

CSA has funded local community projects for female offenders which serve as half-way houses providing transition services as support.

ACTION has provided VISTA volunteers to work in offender aid and restoration projects, assisting ex-offenders in support, counseling, and social service linkages as a means of easing the adjustment back into the community.

PACFW RECOMMENDATION
Vocational training for female offenders should go beyond traditional occupations, experience should be made relevant to the current job market, and pre-release programs should be established, including full use of programs of transition living for those reentering the community.

ISSUES AFFECTING TARGET POPULATIONS

Poverty continues to be a critical distinguishing feature of minority women's lives, particularly those who are heads of households. Programs to eradicate poverty in the United States are given low priority even though poor and minority women still have insufficient means to provide shelter, food, clothing, and health care. When we find solutions for the problems that beset poor and minority women, we will have made a major step forward in assuring equality for all women. It is therefore critical that the needs of poor and minority women receive immediate attention.

American Indian/Alaska Native Women

The 1970 Statistical Profile indicated that 19 percent of Indian families were receiving public assistance as compared to five percent of the population, and the unemployment rate for Indians was three times higher than the U.S. total. Testimony in North Carolina typified the status of American Indians throughout the country. The North Carolina testimony revealed that the median income for the State's Indians was 31 percent below the State's general population; 44 percent of the State's Indians earn incomes below the poverty level, yet only 4 percent of the State's eligible Indians receive food stamps.

Previous to the passage of the Indian Child Welfare Act (passed in 1978), studies indicated that one-fourth of all Indian children in one State had been separated from their families and placed in foster or adoptive homes or institutions. Yet, few of these children were removed on the grounds of physical abuse. Most were removed on the vague grounds of "neglect," often resulting from the lack of awareness and sensitivity of many non-Indian social workers, judges, and others in the legal system concerning the cultural values and social norms of Indian families.

Protection of the Indian family and tribal sovereignty, which was the intention of the Act, has not materialized because of lack of full authorization and implementation.

PACFW RECOMMENDATIONS
American Indians/Alaska Natives should be given accessibility to existing social services which historically have been closed to them, partly because of the denial of certain federally funded programs to Indians who have dual residency status.

The Indian Child Welfare Act needs to be fully authorized and fully implemented for the protection of the Indian family.

Indian women should be included on advisory boards which have impacted on the local social service systems, and Indian community members and persons sensitive to Indian culture and values must be trained as professionals and paraprofessionals to assist in assessment and delivery of social services.

Black Women

In March 1977, one of every 3 Black families was headed by a woman. About three out of five of the Black families with children were living in poverty. Families headed by Black women were one of the most severely impacted groups over the past decade. Many of these families are either unemployed or concentrated in low-skill, low-paying jobs. Many others are confined to welfare dependency.

PACFW RECOMMENDATION
Welfare reform must emphasize a more adequate preparation of more Black women for skilled, stable, well paying jobs.

Asian/Pacific American Women

Asian/Pacific women are often stereotyped as being part of the comfortable middle class. In fact, their actual poverty has been hidden by their willingness to work long hours. And their fight against poverty has been hampered by the persistent myths that poverty does not touch the Asian/Pacific community, that the family kinship structure is so strong that they can "take care of their own," and that any "outside" assistance is unnecessary and unwelcome. Unfortunately, these myths have been perpetuated by the institutional racism and sexism that permeates the social service delivery system.

PACFW RECOMMENDATION
The Department of Health and Human Services must create an Office of Asian/Pacific Affairs that is staffed by Asian/Pacific personnel which will substantively review all HHS programs which target the Asian/Pacific community and provide technical assistance to the public.

The Federal Government must provide funding for domestic violence shelters and for bilingual personnel who are sensitive to the cultural diversity of the Asian/Pacific community.

Hispanic Women

A critical problem for Spanish-speaking women is often their inability to negotiate in an English speaking world. This prevents them from being able to even obtain information about available services. Information and materials printed by public agencies are not consistently available in Spanish, nor are bilingual personnel. The usual problems of promulgating clear and understandable information to persons needing assistance are compounded by these language barriers.

PACFW RECOMMENDATIONS
Make sufficient numbers of bilingual/bicultural personnel available in public service agencies to assist women with language barriers.

All information and printed materials should be in both English and Spanish so Hispanic women can understand their rights and eligibilities.

English-as-a-second-language programs should be expanded, as should bilingual training programs and child care facilities.

Additional Human Services Recommendations

While the human services have received considerable notice by the public and the press, they have received the least attention federally as they relate to special needs of women. Hence, the Human Services Subcommittee of the PACFW, as well as the Committee as a whole, has spent considerable time discussing and analyzing the current programs available to women and developing recommendations for the array of services which would better meet their special needs. The result of these efforts and the following recommendations reflect the topics in each of the categories highlighted in the Human Services chapter. Since human services have such a tremendous impact on the lives of so many women and are critical to their survival, full consideration of these recommendations at the Federal level is imperative.

Spouse Abuse

1. The President should direct and encourage the Department of Health and Human

Services to strengthen existing services to battered women.

- Public Health Service should expand and continue its programs to include domestic violence victims in particular. Community mental health programs should provide specific services to victims of domestic violence and their families. Drug and alcohol programs should begin to recognize the frequent connection between substance abuse and domestic violence and should coordinate their efforts with the direct service providers and/or shelter programs. Training programs for medical professionals on how to treat the problem of domestic violence should be pursued. Indian Health Services should examine the problem of domestic violence within the American Indian population and provide services to address this problem.
- Human Development Services should continue their programs, particularly those underway through the Office on Domestic Violence. These include public awareness, training and technical assistance services. Training for social service personnel who work in this area should be developed. Continued support of child care programs should be encouraged as well as continued support for counseling programs which reach families affected by domestic violence.
- Public Assistance Programs should change particular eligibility of a domestic violence victim when applying for AFDC, food stamps and/or emergency assistance.
- There should be a commitment to do long term research in HHS on the causes of family violence.

2. The Justice Department should be instructed by the President to provide training for law enforcement and criminal justice personnel regarding service to battered victims so as to make the system more responsive to the needs of both the victims and their abusers. They should also be encouraged to conduct research regarding the criminal justice system's response to this problem, its effectiveness, and potential ways of improving it.
3. Housing related problems of victims of spouse abuse may be addressed in the following ways:
   - Federal regulations should be modified so that, for the purposes of program eligibility and participation, participants in domestic violence sheltering programs would automatically be defined low and moderate income persons in the absence of substantial evidence to the contrary.
   - The Department of Housing and Urban Development's Assistant Secretary for Housing should formulate a policy recommendation which gives victims of domestic violence priority in securing Section 8 housing certificates.
   - As a means of improving the competitive position of shelters seeking small cities funding, HUD area offices should be instructed to rate pre-applications as both public facilities addressing a health and safety issue and as housing programs. Proposals should then be scored under whichever category allows them to rank highest.
   - Additional regulations must be promulgated by HUD to increase the availability of Community Development Block Grant funds to domestic violence shelters. These new regulations should:
     - declare that victims living in shelters in

Neighborhood Strategy Areas are residents of the NSA, even if they come from outside the NSA.

- declare residents of shelters outside the NSA, residents of the NSA if they previously lived there, or plan to relocate in an NSA.

4. The President should direct and encourage the Department of Labor to continue its support of the CETA program in order to provide training for victims of domestic violence as well as to provide staff for many of the shelters which deal with domestic violence. Job counseling, placement, and training programs involving displaced homemaker programs should be continued and expanded to benefit victims of domestic violence.
5. There should be Federal funding for family counseling programs specifically dealing with the violent family, including all types of domestic violence. Additionally, there should be programs of prevention and intervention for youth with regard to family violence. This can be accomplished through programs of public awareness, counseling children in shelters, family counseling, and as a part of school counseling and school based programs in human development and family life.
6. The Department of Defense should be directed by the President to strengthen and make accessible existing services to victims of domestic violence who are part of a military family.
7. The President should instruct all appropriate agencies to create or strengthen and make accessible services to American Indian victims of domestic violence and their families.

Elder Abuse

1. Training should be provided to social service workers and police working with the elderly to recognize and deal with the victims of elder abuse and their abusers.
2. Consideration should be given to expanding adult protective services, including the development of shelters for abused elderly, as well as referral and direct services such as temporary housing, emergency food, and family counseling. Concurrent with the development of these services is their coordination among police, social workers, courts, and other relevant agencies to work together with the entire family.
3. Means should be found to provide financial assistance for families caring for an elderly parent. In an effort to reduce elder abuse, the IRS should provide tax incentives for families caring for an elderly parent in the community.

Welfare

1. Real and meaningful job training, job finding services, and employment opportunities which speak to the current and future labor market needs must be a central focus on true welfare reform. Graduated transitional assistance including financial assistance, food stamps, child care, and medical care should be provided to newly employed women for a period of time until they can achieve economic self-sufficiency.
2. Although employment is an important component of welfare, the mandatory work requirement for AFDC mothers should be abolished, in adherence to the underlying principles expressed in the preface to the Human Services chapter and in line with the notion of providing women with the widest choices and options for work, mothering, and homemaking roles. The decision of whether to work, or not to work should rest with the mother and should be based on her particular circumstances. Adequate counseling services should be provided in order for the most viable choice to be made.
3. Comprehensive support services and social services should be provided and adequately funded; the ceiling on Title XX should be raised and funds should be made available to insure the full implementation of the Indian Child Welfare Act of 1978. An underlying principle for the provision of services should be to assist and encourage women on welfare to see themselves as independent, autonomous women not as powerless or non-persons.
4. Welfare service providers should be sensitive to the special needs of ethnic minority women who are often particularly intimidated by the complex bureaucratic systems. Efforts to reach out and make the system comprehensible should be increased.

5. Social Service Policymakers:
   - Women professionals and social service consumers should be involved at all levels of policymaking within the Social Service System.
   - Despite the fact that two-thirds of the service providers are women, two-thirds of the administrators and policymakers are men. Every effort should be made through affirmative action programs, and the like, to insure a proportional representation of women in management positions.

Child Care

1. The Federal Government should develop a tax credit system to encourage companies to address child care needs for children of employees either through a voucher system or by providing a facility that would be available to either employee parent.
2. Labor and management should be encouraged to negotiate child care programs in their collective bargaining agreements.
3. New funding sources need to be developed through the private sector for before and after school child care programs so that children of working mothers will be supervised.
4. The income limit for deductible child care expenses for AFDC supplementation should be raised.
5. Legislation should make special provision for child care facilities for rural and migrant worker families.
6. Civil service rules should be changed so that parents with sick children can use sick leave when caring for them and not annual leave.
7. Some child care arrangements need to be made on military bases to make unusual duty hours workable for parents with small children, along with lowering the age for children entering military base child care and insuring that adequate child care providers are allocated to meet the needs of small infants. All child care on military bases should be provided on a sliding-fee scale.
8. Networks should be established to provide parents with hotline consumer information on child care, referrals, and follow-up evaluations of all listed care givers.
9. The principle of consumer selection should prevail in the participation of parents in all child care services and programs.
10. All child care programs should be predicated on a comprehensive child development approach to guarantee quality services.
11. Sufficient funds should be provided to insure the safety and well-being of the child who is receiving services in a child care center.
12. Funds should be allocated to encourage the utilization of professional staff and provide training and career development for para-professional workers in child care programs.

Housing

1. Federal programs which provide funds for housing construction such as Community Development Block Grants and other HUD programs should be continued and funded at a greater level. However, HUD should establish a process of annual review for evaluating and enforcing the laws already in existence and the effectiveness of programs. In addition, regulations which do not allow expenditures of funds in "impacted areas" should be repealed since this insures that low and moderate income housing cannot be provided in the area of greatest need.
2. There should be a national development of policy for urban and rural areas to increase ownership of property by women and minorities and especially female heads of households.
3. The Federal Government should give special attention to the housing needs of single parent families:
   - HUD should undertake pilot programs in several localities to construct single parent housing communities which would not only take into consideration the unique housing needs of single parent families, but provide comprehensive services such as child care, health facilities, and social services.
   - HUD should give priority group status to single parent heads of households in all HUD sponsored programs and services.
   - Within areas where there is a high concentration of low income single female heads of

households, multi-purpose family centers, open 24 hours a day, should be available to assist with a variety of family crisis situations.

4. Good housing is more than good shelter. In new construction of public housing, consideration should be given to the quality of design, including cultural patterns and preferences. In all housing, allied housing services must include attention to community development considerations as well as social services for residents.
5. A moratorium should be declared on the use of eminent domain by public and non-public bodies unless 75 percent of the residents of the affected area agree to the proposed activity. Concurrently, incentives should be provided to encourage the participation of landlords and builders in Section 8 housing programs.
6. Federal housing programs should continue to insure public participation through public meetings, hearings, consumer representation, including low income women, in all citizen participation panels.
7. In fiscal 1981-82, a comprehensive review of the operation of the Federal Energy Assistance Program should be undertaken in order to strengthen this vital service.

Displaced Homemakers

Prevention: In order to decrease the numbers of women who now fall into the category of displaced homemakers, the following steps should be taken:

1. Legislation, which can serve as a model for States in dealing with the civilian population, should be passed, assuring the spouses and former spouses of military personnel an equitable division of pensions, benefits, and property in divorce. The needs of minor children should be considered additionally and separately.
2. Federal laws should be changed to insure the economic value of the homemaker, so that the "wage-earner" will not be considered the sole owner of all property in determining inheritance equity of the property acquired during the time of a marriage and any such property will be taxed only once during ownership.

Training

1. Employment and training policies which recognize the magnitude of the needs women have for well paying jobs should be expanded. In 1978, 1.4 percent of Title III CETA funds were allocated for women's programs. In 1982, up to 2 percent of CETA funds should be allocated for displaced homemaker programs.
2. CETA service providers should be required to incorporate a percentage of displaced homemakers into programs, employment training, and placement goals.
3. The Federal Government should provide tax credits for employers who provide jobs for displaced homemakers with provisions for on-the-job training leading to upward mobility.

Female Offenders

1. Disparities in the treatment of male and female juvenile offenders should be eliminated; status offenses should be removed from the jurisdiction of juvenile courts; and States urged to establish more youth bureaus, crisis centers, and diversion agencies to receive female juveniles detained for promiscuous conduct, for running away, or because of family or school problems.
2. Where male and female inmates are housed in the same facility, they should have equal access to all available services and programs and should not be denied opportunities solely on the basis of their smaller number in the prison population.
3. Incarcerated American Indians/Alaska Natives should be guaranteed, if desired, access to traditional spiritual counseling. While the Native American Religious Freedom Act of 1978 specifically protects Indians' constitutional right to practice their traditional religions, reports continue to surface which support a claim that they are being denied these rights.

Sexual Assault

1. Federal, State, and local governments should revise their Criminal Codes and case law dealing with rape and related offenses to:
   - Provide for graduated degrees of the crime with graduated penalties depending on the amount of force or coercion occurring with the activity.
   - Apply to assault by or upon both sexes, including oral and anal contact and the use of objects.
   - Enlarge beyond traditional common law concepts the circumstances under which the act will be considered to have occurred without the victim's consent.
   - Specify that the past sexual conduct of the victim cannot be introduced into evidence.
   - Require no more corroborative evidence than is required in the prosecution of any type of violent assault.
   - Prohibit the Hale Instruction[32] where it has been required by law or is customary.
   - Require law enforcement officials to know of and apply techniques of sensitive response for dealing with victims of sexual assaults.
2. The National Center for the Prevention and Control of Rape, within the National Institute of Mental Health, should be reviewed with the object of strengthening its effectiveness and responsiveness to the problem of sexual assault.

[32] Some States require judges to instruct the jury as prescribed by a 17th century jurist, Lord Chief Justice Hale: "Rape is an accusation easily to be made and hard to be proved, and harder to be defined by the party accused, tho ever so innocent."

Chapter VI

WORK AND INCOME SECURITY

The woman whose concerns we are addressing today is the secretary who received minimum wage for professional work and sees no opportunity for advancement.

She is the older homemaker who finds when she is forced to re-enter the labor force that her unpaid services are not considered viable credentials.

She is the skilled trade worker who cannot find a job despite her training or is harassed on the site.

She is the professional woman who discovers the salary of her male colleague is significantly higher, although she knows the quality of her work is similar or better.

She is the homemaker who receives little respect or financial security in return for the work she enjoys.

And she is the minority woman who watches the revolving door of 'last hired, first fired' as her employer reluctantly follows an affirmative action plan.

Helen Rhyne Marvin
State Senator and Chair of
the North Carolina Council
on the Status of Women

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OVERVIEW

In the past decade, women's participation in the labor force has changed dramatically. Marrying later, having fewer children, entering or re-entering the job market in their middle years, breaking into previously restricted fields, more women went to work during the 1970's than in any other decade in this Nation's history. During the 1970's, women accounted for 60 percent of the net growth of the labor force.

According to Bureau of Labor Statistics data, in 1979, 43 million women, or more than half of all women 16 and older were working or looking for work. Young women ages 16 to 34 were in the forefront of the changing character and growth of the labor force, regardless of marital status or presence of children. In 1979, 64 percent of women 25 to 34 years old, including 54 percent who were mothers, were balancing the responsibilities of home, child care, and labor force activity.

Even among all wives with children under 6 years old, the labor force participation rate was 43 percent in 1979, up 13 percentage points since 1970. The percentage of married women, with or without children, in the job market jumped from 41 percent in 1970 to nearly 50 percent in 1979.

This increase in women's labor force participation is related to the major social and economic changes which characterized the 1960's and 1970's. During those years, some young women began to delay marriage and/or bear children, opting instead to pursue careers. The divorce rate rose and the number of single parents increased. More women assumed the responsibility for financial support of themselves and their families. For many other women, rising inflation rates made a second paycheck mandatory. Traditional attitudes of disapproval toward working mothers are giving way to the realization that, for many women in our society, childraising must be combined with paid employment.

Today, most women work for economic reasons. According to a study of recent public opinion polls prepared for the PACFW by the Public Agenda Foundation, over 50 percent of women now work to support themselves or their families. For women who remain in the home, the issue of measuring the economic contributions of homemakers has taken on increasing importance.

While hard fought battles over enforcement of legislation—such as Title VII of the Civil Rights Act of 1964, Title IX of the Education Amendments, and the Equal Pay Act—and various affirmative action regulations have opened up new opportunities for women, there is still a large gap between the average earnings of working women and working men. As women enter the 1980's, they continue to be concentrated in traditional female occupations. More than half, 55 percent, of all employed women are in two occupational groups—the largest single category is composed of clerical workers and the second largest, service workers.

Although most women continue to find employment in traditionally female jobs, increasing numbers are establishing careers in new occupations, finding jobs in growing industries, and developing new skills. Despite this trend, the outlook in the foreseeable future is that the majority of women are likely to continue to be employed in industries that have traditionally employed them.

During the PACFW hearings, many of the problems women face in attaining employment equity were raised. From the testimony presented, eight major issues were identified by women from all ranges of the labor force. The issues are:

- Enforcement of anti-discrimination laws and regulations
- Equal pay for work of comparable value
- Affirmative action
- Occupational segregation/nontraditional jobs
- Child care
- Retirement income system
- Sexual harassment
- Occupational health and safety

A discussion of each of these issues, including testimony from concerned women and men, and the priority recommendation of the Committee are presented in the following pages. Additional issues, which affect special groups of women, are also included, with Committee recommendations.

Minority Women

For minority women, who often must deal with both sexual and racial discrimination, obtaining employment equity can be doubly difficult. For recent immigrants, these problems are compounded by the existence of cultural and language barriers. In addition, because of the absence of reliable statistical data on minority women and the varying problems faced by different racial/ethnic groups, it is sometimes difficult even to understand and document the experiences and problems of minority women in their attempts to attain employment equity.

Currently, adequate and reliable statistical information on the employment status of all groups of minority women is not readily available. For example, data for the Nation's two largest minority groups—Blacks and Hispanics—are separately tabulated and reported regularly by Federal statistical agencies. However, data for smaller groups, such as American Indians/Alaska Natives and Asian and Pacific Americans, are not reported in a similar fashion. Generally, except for the Equal Employment Opportunity Commission, data for these groups are available only from the decennial census.

In addition, while minority women as a whole share common problems, each individual ethnic group has its own inherent cultural diversity and its own unique problems. At PACFW hearings, these differences were clearly illustrated. For Black women, the primary employment problem is low wages; for American Indian women, it is implementation of the Indian Preference Act; for Hispanic women, the problem is the language barrier; and for Asian/Pacific Americans, the issue is underemployment.

Yet, even faced with these problems, the labor force participation rates for women of all major age-race/ethnic groups have increased dramatically over the past decade. Most of the overall increase stemmed from the increased participation of white women, while the rate for Black women, who historically have had relatively high rates of labor force activity, was less pronounced. Although Hispanic women were not as likely as either Black or white

women to be in the labor force, their participation rate also advanced, reaching 47 percent in March 1979, compared with 53 percent for Black women and 50 percent for white women.

Disaggregated by age, large differences persist in participation of Black, Hispanic, and white women. Black women ages 25 and over still are more likely to be in the labor force than their white counterparts. Hispanic women in each age group have much lower rates than other women. In contrast to the situation among whites, both Black and Hispanic teenage women show much less attachment to the labor force than adults do.

Asian/Pacific American women are in the labor force to a greater extent than women of any other racial group. While Asian cultural values strongly encourage working and disapprove of unemployment, the fact that more Asian/Pacific American families have multiple wage earners than other families strongly suggests that Asian/Pacific American women must work to support their families. Nearly two-thirds (64 percent) of all adult Asian/Pacific American women are in the work force.

Of the 232,994 Native American women aged 16 and over in 1970, 82,122 were in the labor force. Their participation rate of 35 percent was a considerable increase over their 25 percent rate in 1960. Although the proportion of Native American women working outside the home was considerably smaller than that of all women, many others were engaged in arts and crafts manufacture in their homes.

ISSUES

Enforcement

"Many laws and regulations already in existence could address women's employment problems if they were properly and consistently enforced."

Marilyn Shahan
Denver, Colo.

Lack of effective enforcement of anti-discrimination legislation by the Equal Employment Opportunity Commission (EEOC), the Office of Federal Contract Compliance Programs (OFCCP), and other agencies continues to hamper many women's efforts to obtain redress for illegal employment discrimination. Though significant legislation and regulations exist including Title VII of the 1964 Civil Rights Act, the Equal Pay Act, and Executive Order 11246 which requires Federal contractors to develop affirmative action plans —protection against employment discrimination cannot be realized without strong, consistent enforcement mechanisms that ensure compliance.

Lengthy delays in processing compliants, lack of coordination between Federal and local agencies, inadequate incentives to ensure compliance, and lack of legal assistance for complainants were major problems in enforcement cited by women during PACFW hearings in Denver, Tampa, and Raleigh.

"A complaint was filed in February 1975, but due to EEOC backlog, our case was not heard until early 1978," said Marilyn Shahan, speaking for Nurses Under-Represented in Social Equality, Inc., a group organized to study the salary inequities of nurses in the Denver area. Currently EEOC processes complaints on a case-by-case basis. As in Shahan's case, in some instances delays have exceeded 3 years.

Several women cited the lack of coordination between the Federal OFCCP and local offices as a problem. Dolores Benjamin and Teri Rosati of FACE Learning Center in Largo, Florida, pointed out that they had not been visited by a local compliance officer for over a year. They called for more frequent Federal level monitoring of contractors to ensure compliance with affirmative action regulations.

Other testimony affirmed the need for careful monitoring, but added that existing remedies —back pay, reinstatement, or promotion—may be insufficient incentives for employers to comply with the law.

Patricia Ireland, legal counsel to Dade County NOW, argued that because most courts rule against compensatory and punitive damages in Title VII cases, "an employer may find it an acceptable business risk to continue to discriminate against women in employment." She called for an amendment to Title VII "to provide full compensation for the harm caused to victims and real incentives to employers to provide genuinely equal opportunity in employment for women and minorities."

Recommendations for the provision of better legal assistance for complainants prior to EEOC hearings were also made. Claire Sullivan of Clearwater, Florida, pointed out that many women feel unable to compete with the legal knowledge often available to employers under investigation. She suggested that complainants be given the opportunity "to talk in depth with an EEOC agent to review the data and materials" in advance of their hearings.

Another recommendation to improve enforcement emerged during the hearings. Margot H. Joynes of the Manatee County Displaced Homemakers Program in Bradentown, Florida, recommended that more women be employed in EEO and affirmative action programs to provide encouragement for women filing complaints.

Federal Initiatives

The Federal Government, while noting past progress in enforcement of anti-discrimination legislation, has recognized the need to simplify and coordinate the complaint procedures throughout the many agencies. Efforts to promote efficiency and reduce backlogs in handling cases, to remove duplication and inconsistency, and to coordinate enforcement efforts include:

- President Carter's reorganization plan which assigned the Equal Employment Opportunity Commission with responsibility to lead and coordinate enforcement efforts.
- Reorganization in mid-1979 of the EEOC and streamlining of its methods of processing charges. This reorganization and streamlining has resulted in charges being resolved on the average of just over 2 months per charge.
- The consolidation within the Department of Labor of Federal contract compliance activities which were formerly shared with numerous other agencies, thus strengthening the Department's ability to enforce Executive Order 11246, as amended.

PACFW RECOMMENDATION

Stricter enforcement of the rules, regulations, and protections of employment rights and opportunities for women should be accomplished by the following methods:

- public and private organizations that have been held in noncompliance of the EEOC requirements within the past 12 calendar months should be identified and the list published as a means of encouraging compliance and holding them accountable.
- Federal funds and new Federal contracts should be withheld from firms, agencies, and institutions found in noncompliance of EEOC, OFCCP, and OCR.
- an advisory group composed of the Chair of the EEOC, the Secretary of Labor, Secretary of Commerce, Chair of the Federal Reserve Board, and Director of the Small Business Administration should be established to:
  a. design and implement a tax incentive system for those firms that meet their affirmative action goals and timetables; and
  b. determine and implement a preferential interest rate which would be made available to those firms which meet their affirmative action goals and timetables, by the Small Business Administration, the Department of Commerce, and other Federal agencies making loans.

"Among those familiar with the process . . . EEOC is seen as a paper tiger."
Claire Sullivan
Tampa, Fla.

"In light of the limitations on back pay and damages under Title VII, an employer may find it an acceptable business risk to continue to discriminate against women in employment."
Patricia Ireland
Tampa, Fla.

Affirmative Action

Affirmative action programs when effectively implemented will eliminate employment discrimination on the basis of race, ethnicity, and sex by employers and educational institutions. Based primarily on Title VII of the 1964 Civil Rights Act and enforced by the Equal Employment Opportunity Commission, affirmative action requires employers to establish formal affirmative action plans which outline hiring and promotion goals.

"Employment is the key to all of the concerns of black women. If we were equal in the employment force, most of our needs could be met."

Hazel Whitsett
Colorado Black Women for Political Action
Denver, Colo.

Majority and minority women testified that affirmative action is a necessary and positive force in promoting equality. Once hired, many women and minorities face the problem of "tokenism" and have difficulty moving out of "EEO slots" which more often than not are created through affirmative action programs. As Lolita Porter, System Accountant/AFAFC at Lowry Air Force Base in Colorado stated, "Once EEO goals are set, promotion panels resume the mind-set that accords 'best qualified' to the young white male. It is presumed to be the natural order of things."

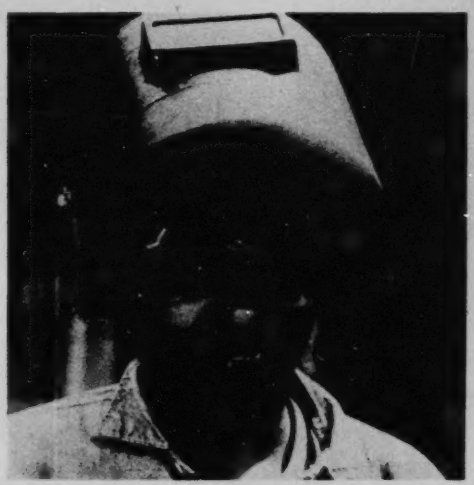
The problems of minority women were illustrated during the hearings. Shirley Hill Witt of the Rocky Mountain Regional Office of USCCR in Denver stated, "Native Americans find themselves at the bottom of any list ranking levels of employment . . . (and) Indian women are consistently the lowest paid, lowest ranked, most unemployed segment of the national work force."

"We live in a society in which racism and sexism have long been accepted as the status quo . . ."

Brenda C. Wagner
N.C. Women's Political Caucus
Raleigh, N.C.

Brenda C. Wagner of the North Carolina Black Women's Political Caucus testified in Raleigh that for Black women today, "the alarming reality . . . is that we are still heavily concentrated in . . . 'service' jobs. Certainly we acknowledge that there has been progress in the last one hundred years, but we hasten to add that the advances which have been made have done very little to change the employment picture of minority women."

Statistics support Wagner's statements. In 1978



women accounted for 84.0 percent of all elementary school teachers; only 10.6 percent were minority women. On the other hand, women accounted for 97.0 percent of maids and servants; 52.5 percent were minority women.[1]

Thus, despite the gains registered by both women and minorities, their employment pictures still remain bleak. As Ms. Wagner said, "The roots of racism and sexism have indeed grown very deep and the minority woman, who labors in a dual discrimination dilemma of both racism and sexism, stands as a testimony to the continuing life of each."

Federal Initiatives

The Federal Government has been actively promoting affirmative action programs for both public and private sector organizations. Court cases, which affirm the right of the Government to require affirmative action of Federal contractors pursuant to its power to establish the terms of a contract, have been fought and won. Additional cases and actions which support affirmative action include:

[1] *Statistical Abstract of the United States*, 1979. U.S. Department of Commerce, Government Printing Office, Washington, D.C., p. 416-418, table 687.

- Approval by the courts for conciliation agreements in which companies charged with violating Title VII of the 1964 Civil Rights Act, which does not require affirmative action, have agreed to take remedial steps.
- The EEOC, which has encouraged employers to examine their practices and voluntarily undertake affirmative action to remedy inequities, issued guidelines describing the circumstances which would warrant carefully specified affirmative steps. A recent Supreme Court decision upheld this policy in a suit brought by white workers who charged that such a plan discriminated against them by violating their seniority rights. The Supreme Court ruled that the non-discrimination provisions of Title VII do not condemn all private, voluntary, role-conscious affirmative action plans.
- The Labor Department issued regulations establishing goals and timetables for women in registered apprenticeship programs and in construction trades.

PACFW RECOMMENDATION

Affirmative action should be a priority program in every administration, with focus on strict or effective enforcement and implementation. Corrective action should be employed for a determined period of time to insure that those groups, particularly minority women, experiencing discrimination be given special and deliberate hiring, training, and promotion consideration until such time when inequities are eliminated or the negative situation greatly ameliorated.

"This country has carelessly discarded the talents of its minority women. It has allowed one of its most creative human resources to go untapped."

Brenda C. Wagner
N.C. Women's Political Caucus
Raleigh, N.C.

Equal Pay for Work of Comparable Value

The call for pay equity, or equal pay for work of comparable value, is based on the fact that women are paid less than men are paid for jobs that require comparable skills, responsibility, and effort. The Equal Pay Act of 1963 addresses pay inequities only where women and men perform substantially the same work in the same establishment. It does not address pay inequities for women whose work, although different from that traditionally performed by men, is perceived to be of equal value.

Testimony at PACFW hearings focused attention on the unfortunate pervasiveness of pay inequities and demanded a renewed commitment to the principle of equal pay for work of comparable value.

In Denver, Dorothy Porter of the State of Colorado Civil Rights Division told of Denver City nurses' struggle to raise their salaries—"Women have discovered that the laws do not apply if the comparison for pay is among people in a given job classification who all happen to be of the same sex." The nurses in Denver, for example, maintain that while their pay is commensurate with that of other nurses in the city, they are not paid, as a job classification, at a level of their value and worth as compared with other city employees in different job classifications. The concern is equal pay for work of comparable value.

Marilyn Shahan, R.N., of NURSE, Inc. in Denver echoed this finding when she said, "at every level, ranging from licensed practical nurse to the Director of Nursing Service, the starting salaries for male jobs requiring comparable or less qualifications and responsibility were consistently higher than those for nursing." For example, in Denver it was found that the starting salary for predominantly female staff nurses was $1,064 a month while predominantly male painters start at $1,191 a month.

Because historic employment practices have given less value to "women's work" than "men's work," statistics now show that women with college education earn an average of $3,000 less per year than men with only a high school edu-

"Without affirmative action, women are most victimized by the well-known earnings gap between men and women."

Doris Royal
Ormond Beach, Fla.

cation. The League of Women Voters of North Carolina told the Committee that "even women who have worked full time every year since leaving school earn only three-quarters as much as men."

Many of the women who testified at PACFW hearings voiced their frustrations at the daily realities of pay inequities. Karen Shaver, in Raleigh, North Carolina, said, "when you're qualified, skilled and responsible or making a business run, you expect to get a fair deal. But you find instead low pay, no cost of living increases and merit raises coming only when 'the budget permits.' How are you supposed to make ends meet?"

"Women who are trapped in the home are afraid of leaving, because they are frightened at the prospect that they will end up at the lowest level of the job market. They know women earn far less than men. They don't have to read about this fact, it is obvious in the standards of living."
Doris Royal
Ormond Beach, Fla.

Mary Loftin Grimes, Vice President of the State University System Bargaining Council of the United Faculty of Florida, further illustrated this point when she said she finds her request for fourth quarter employment denied because "George needs the money, he has a family to support, you know." No matter that she has three kids in college and a husband who died of a heart attack 3 years ago.

Harold Webb, of the Office of State Personnel in Raleigh, N.C., summed up the situation of pay inequities when he testified, "while modest gains have been made, during the past several years, in the representation of women and earned income for women, those gains seem almost imperceptible when compared to the advances that remain to be achieved."

Federal Initiatives

The issue of job evaluation and salary administration plans of employers which are felt to discriminate against women is being addressed through legislation, regulations, lawsuits, hearings, and studies. The question of determining pay equity, that is, providing equal pay for work of comparable value, is complex. The Federal Government has been and continues to be active in examination of this issue.

Examples of Federal Government involvement include:

- Department of Labor funding of a research study to evaluate the Department's program of occupational analysis.
- A provision of the Comprehensive Employment and Training Act, as amended in 1978, which authorizes the Secretary of Labor to undertake research programs to investigate the extent to which job and wage classification systems undervalue certain skills and responsibilities on the basis of the sex of the persons who usually hold these positions.
- The Office of Federal Contract Compliance Programs has prepared amendments to the implementing regulations for Executive Order 11246 which would clarify what constitutes wage discrimination.
- The EEOC has adopted a three-phased framework for dealing with the issue of wage discrimination and its relation to occupational segregation. The framework includes a study of job evaluation systems, intervention into carefully selected court cases, and public hearings. The EEOC has already begun to implement this framework.

PACFW RECOMMENDATION

The Federal Government should immediately assume leadership for study of methods by which "equal pay for work of comparable value" can be guaranteed in all Federal agencies and in those private sector firms contracting with the Government.

Occupational Segregation/ Nontraditional Jobs

Occupational segregation has an adverse effect on women because it both limits their career options and results in lower average earnings. Because of occupational segregation, approximately 80 percent of all employed women continue to be concentrated in low paying, dead end clerical, service, sales, and factory jobs. This translates into full-time women workers earning about 59 cents for every dollar earned by men.

The expansion of apprenticeship and job-training programs has enabled some women to enter nontraditional jobs such as carpentry and plumbing. However, in testimony before the PACFW, it was repeatedly expressed that women still do not have ready access to nontraditional high paying jobs.

Occupational segregation often occurs because, as noted by Ms. Chip Krantz, Director of Denver Women's Career Center, "far too many women have no idea what jobs are available, let alone which ones they prefer."

Compounding this problem is counseling in the high schools which was reported to be inadequate or non-existent. Margaret B. Pollitzer of the Pines of Carolina Girl Scout Council told the Committee in Raleigh, "sex stereotyping of job categories, course placement, and youth job opportunities continue to plague our society." Even good faith efforts to train women for employment have furthered segregation of women to jobs at the lower end of the pay scale. According to the League of Women Voters of North Carolina, "the vocational education system has an enrollment of more than half female, but continues to perpetuate women's over-representation in some job categories and under-representation in others."

An examination of Federal Government employment illustrates this uneven distribution. Harold Webb, of the Office of Personnel in North Carolina, said, "there is a distinct adverse relationship between the percent of representation of women and the GS levels. Seventy-one percent of the total number of lower grade (GS-1 to GS-6) employees are women, compared with 26.8 percent in the mid-level grades (GS-7 to GS-12) and 5.1 percent in the senior-level grades (GS-13 to GS-18). In the super grades (GS-16 to GS-18) the representation of women falls to only 2.7 percent. Important factors in this inequity are the longstanding and highly discriminatory policies institutionalized in veteran's preference, and immediate steps must be taken to create equity within this system.

Job segregation not only leads to women being concentrated in dead end jobs but also adversely affects their ability to earn higher wages. In Denver, Marilyn Shahan of NURSE, Inc., cited a job worth study when she testified that "evidence showed that starting salary is significantly correlated to the percentage of men in a job class . . . nursing history demonstrates how society has stereotyped nurses as females, and the effect this has had on salaries."

Women moving into nontraditional fields face subtle, or more often blatant, discrimination. According to Dorothy Gilreath, a construction worker from Denver, "the first day on my first construction job, the foreman offered to buy my tools for the same price I paid for them. My reply was, 'how can I work without my tools?' . . . In the weeks that followed every dirty trick was used against me, including replacing my new tools with broken ones."

Ms. Chip Krantz of Denver summed up the feelings of most of the testifiers when she said, "all too often the reality which a working woman faces is a male employer or colleague who is simply unable to take her seriously or to accept her as a competent member of the organization."

Federal Initiatives

Recognition of the effects of occupational segregation on women—low pay, lack of career

"When a woman begins looking for employment and does not have a college degree, she is automatically considered for a secretarial job. In desperation and fear she falls into the trap and takes the job."

Rilma H. Ferguson
Department of Administration
Raleigh, N.C.

"There is an untapped source of capable, responsible individuals who are stuck in jobs with almost no potential for promotion in their field."

Harriet Banks,
Lowry Air Force Base, Colo.

"When I started driving, I had to carry a steel bar before my fellow truck drivers would take me seriously."

Denise Kirk
Tampa, Fla.

choices and opportunities, dead end positions—has led to the establishment of mechanisms which address and/or seek to alleviate this type of segregation. The Federal Government has been encouraging discussion of this issue and has been providing, through legislation and regulations, opportunities for women to enter nontraditional fields.

As part of its effort, the Federal Government has taken the following actions:

- 1978 amendments to the Comprehensive Employment and Training Act (CETA) provide that programs under the Act should promote the movement of women into nontraditional jobs.
- In an effort to eliminate sex stereotyping in jobs, the Department of Labor has deleted all sex-specific titles and upgraded skill codes in some traditionally female occupations in the fourth edition of the *Dictionary of Occupational Titles.*
- The Department of Labor issued regulations in 1978 requiring the establishment of work force goals to promote equal employment opportunity for women in the construction industry.
- Title 29 of the Code of Federal Regulations, Part 30, Equal Employment Opportunity in Apprenticeship and Training, was amended to include specific provisions requiring affiirmative action with goals and timetables for women in apprenticeship.
- The Women's Bureau of the Department of Labor publishes replicable program models of women in nontraditional jobs.
- OFCCP's program regulations (41 CFR 60) require Government contractors to develop training programs for minorities and women which will enable their promotion into all job categories.

PACFW RECOMMENDATION

The FY '81 funding of Comprehensive Employment and Training Act (CETA) programs should be increased and opportunities expanded for displaced homemakers, child care, and upward mobility potential.

Child Care

"Colorado has a law that no child under the age of twelve is to be left alone. It is a good law, but if I had lived here when my daughter was that age, I would have broken that law five days a week, fifty-two weeks a year for three years. There was no alternative."

Charlene O. Ferrier
Aurora, Colo.

Regardless of their employment status, women still have primary responsibility for nurturing the family. Working mothers have been forced to balance the family responsibilities of child care and doctors' appointments with the career responsibilities of a full- or part-time job. Professional child care is generally found to be non-existent, inadequate, or too expensive.

Charlene Ferrier of Denver said this of day care: "Enough adequate child care facilities simply do not exist, either for pre-schoolers or children in elementary school. And the tax credit for child care expenses is a joke. It has never come close to covering actual costs. I have known women working for Civil Service who were using food stamps. People like that cannot afford the high child care costs associated with adequate care. We desperately need child care facilities for pre-schoolers set up at places of employment, where children can be left for a fee based on ability to pay."

When day care was available, many women found that it was inadequate, as Jane Hunter Schaeffer, Esq., in Tampa told the Committee:

"I found almost across the board, that the teacher-pupil ratio was very poor, many institutions were unclean, the equipment was limited, and State requirements with respect to teaching and health (immunizations) were either nil or not enforced. This is a sad commentary on the system that has the power to influence the most important stage of a child's life, the first five years. It is also discouraging to a mother who wants or needs to work—to have to leave a child in an environment which is neither stimulating nor clean nor healthy."

Child care has become more of an economic issue because, according to Sandra Hayes of the YWCA in Raleigh, N.C., "the family unit as a social and economic entity is threatened to the point that a homemaker jeopardizes her future financial security when she stays home to attend to family responsibilities."

In order to offset the consequences of more and more women entering the labor force for economic reasons, many of the witnesses at the hearings made recommendations concerning child care. In Raleigh, Joan E. Narron, of the PCA Child Development Center said, "the need for company sponsored child care for the pre-school aged children of employees is growing. As more mothers of very young children enter the work force, more children are in need of quality care . . . the block of working mothers in the present and future labor force cannot continue to be ignored or discriminated against nor can the children of today receive less than the best if they are to be the great future of our country."

(See also the section on "Child Care for Low Income Women" in Chapter V, Human Services.)

Federal Initiatives

Federal initiatives in this area include the following:

- The Federal Government is a major source of funding for day care, particularly for low-income families, spending about $2.3 billion in 1977, or 25 percent of the estimated $9 billion spent nationally for day care services. The Federal share includes not only Title XX, Head Start, and AFDC funds but also the IRS income tax credits for child care expenses. CETA, WIN, and Vocational Education programs offer child care services for their employment and training participants.
- The Administration for Children, Youth and Families, HHS, is committed to developing a comprehensive child care program which will help fund State and local programs and provide subsidies or scaled fees for employed mothers from low and moderate income families.
- New standards for federally funded HHS programs that address health, safety, staff-child ratios, training, nutrition, and parent involvement were promulgated in May 1980.
- The Women's Bureau, U.S. Department of Labor, coordinates employment-related child care and provides technical assistance in establishing programs to assist working parents. Recent publications include results of a study on employer and union sponsored child care.

PACFW RECOMMENDATION

Because child care remains a significant barrier to employment, the Federal Government should immediately increase current tax incentives that could encourage employer-based child care, and increase Federal funding of child care under the CETA program, and where appropriate, encourage flexi-time and alternative work patterns.

"If it doesn't make a buck, we don't want to hear about it."

Pines of Carolina, Girl Scout Council, Raleigh, N.C.

"One half of my salary alone pays for my day-care costs, which are $3,255.20 a year . . . this leaves me no money for groceries . . ."

Karen Shaver, Winston-Salem, N.C.

Retirement Income System

"The system (Social Security) economically penalizes women and especially women who choose to be homemakers."

Barbara Duey, YWCA of Metropolitan Denver Denver, Colo.

The current retirement income system has evolved into a complex combination of the public social security and private pension systems. However, the ability of this system to provide income security has come under extensive scrutiny because of rising inflation, increased divorce rates, increased life expectancies, and the changing roles of men and women. Part of the debate is centered on the fact that women are penalized if they choose to pursue a career, if they leave the labor force to rear children, and/or if they divorce.

This penalty exists because women traditionally have received retirement benefits as dependents of their husbands and not in their own right. Upon separation, either because of death or divorce, these women are often denied access to any retirement security. Witnesses at PACFW hearings poignantly told of the hardships and poverty suffered as a result of the current social security and private pensions systems.

"Gerontocracy, or 'rulership of the elderly,' will result in about 25 years, and the elderly will be the major labor force, and the older woman will be in the majority due to her extended lifespan."

Elizabeth Welch National Corresponding Secretary—American Association of Retired People

Barbara Duey, of the Metropolitan Denver YWCA told the Committee, "women as a whole suffer from inadequate pension support. The average amount of pension paid to working women is less than half the average amount of pension received by working men . . . the average private pension received by a retired woman is less than $81 a month . . ."

Women receive few retirement benefits because of the vesting process. The Employment Retirement Income Security Act of 1974 (ERISA) now guarantees most workers covered by private pension plan some kind of retirement benefits after 10 years on the job. Barbara Duey told the Committee what happens to women who work less than the required 10 years: "If a woman worked nine years, stopped working to have a child and raise him, she loses nine years credit toward vesting. A man serves in the military, returns to work and picks up where he left off without losing the years credit toward his pension vesting time, as it should be. If a woman or man leaves work to raise children and nurture the future generation, their vested time disappears. When they go back to work they start at the beginning."

Social Security does not offer much better options to the 15 million elderly women in the United States. "The average Social Security worker's benefit paid to a woman retiring in the winter of 1979 was $224 per month, for a man, $335 . . . [this explains] why elderly women are the fastest growing poverty group in the country today," said Barbara Duey.

She recommended legislation which will "alter Social Security laws and set guidelines for vesting of private pension plans . . . if changes are not made soon, the homemaker may become extinct. Along with her go most of the volunteer hours a community receives, and the backbone of this Nation's child-rearing network. We need to make it more attractive and economically feasible for people to be able to choose to be a homemaker."

Federal Initiatives

Recognizing the need for examination of the current retirement income system, a variety of organizations within the Federal Government have been conducting hearings and studies dealing with the impact on women of private and public pension systems. Examples of such efforts include:

- The Department of Health and Human Services 1979 report on "Social Security and the Changing Roles of Men and Women." This report offers for debate two models in which the concept of dependence of one spouse on the wager earner is replaced by the concept that work in the home and work in the labor force contribute equally to the family during marriage.
- The Social Security Administration is undertaking a major program to acquaint the general public with the proposed options for basic change in the system.
- The Task Force on Sex Discrimination of the Justice Department has focused significant attention on the issue of inadequate protec-

tion under private pension systems for women, both as wives of workers and workers themselves.

- The Presidentially established Commission on Pension Policy is charged with conducting a comprehensive review of retirement, survivor, and disability programs in this country, including private, Federal, State, and local programs, and with developing national policies.

PACFW RECOMMENDATION

The Social Security Act should be amended to account for homemaker contributions through a system of "earnings sharing." Additionally, the Social Security Administration should immediately develop public service announcements which will educate homemakers about their rights under the existing social security system.

Sexual Harassment

Sexual harassment consists of deliberate or repeated unsolicited verbal comments, gestures, or physical contact of a sexual nature which are unwelcome. Sexual harassment has been hidden, or treated as a dirty joke, and has been attributed to the imagination or poor moral character of the victim. However, research now indicates that sexual harassment is a power play by the person in authority over the person harassed. Because of their place in the labor force, women are particularly vulnerable to sexual harassment and are its primary victims.

Sexual harassment is a form of sex discrimination, and thus an illegal activity, but women at the hearings testified that it was a common reality in the workplace.

Jane Hunter Schaeffer, an attorney from Tallahassee, Florida, told of her experience. "After I had voiced an objection to a lack of ethics among some of the personnel, I found that my job was abolished because 'the work load was reduced.' When all the dust had settled, what had happened was this. The powers that be had not only abolished my job, but had created a job for a young man, half my age and with half my qualifications."

Lou Kubler, President of the Pinellas Classroom Teachers in Tampa, related some of the problems women face when they are sexually harassed. "If sexual harassment is intense, the woman will submit to some form or quit the job without making a scene because that will be the best chance for obtaining future work."

Federal Initiatives

Sexual harassment has long been a hidden but serious problem in the work environment. Recently, there has been considerable discussion of the problem, resulting in the recognition that sexual harassment is a widespread problem in government, business, and industry. The Federal Government is taking action to ensure that all its workers understand that sexual harassment is an illegal employment practice that should not exist in the workplace.

"Sexual harassment is a criminal activity . . . (it is) sex discrimination."

Lou Kubler
President, Pinellas Classroom Teachers Assoc.
Tampa, Fla.

The Federal initiatives to combat sexual harassment include:

- In 1978, the Office of Federal Contract Compliance Programs issued regulations on affirmative action in the construction industry that require contractors to maintain a working environment free of harassment, intimidation, and coercion. OFCCP has also proposed more specific guidelines on sexual advances and favors that would apply to all Federal contractors.
- The Subcommittee on Investigations of the U.S. House of Representatives Committee on Post Office and Civil Service held hearings in the fall of 1979 on sexual harassment in the Federal Government. The Committee made several recommendations pertaining to Federal Government employment practices. Those recommendations, which were also suggested for State and local governments, are now being carried out.
- In March 1980, EEOC published interim guidelines reaffirming its position that sexual harassment is an unlawful practice. The guidelines hold an employer, employment agency, joint apprenticeship committee, or labor organization accountable for its acts and those of its agents and supervisory employees.
- The Office of Personnel Management has instructed Federal agencies to supplement their affirmative action process with a plan indicating the steps the agency will take to prevent sexual harassment.

PACFW RECOMMENDATION

There should be stricter enforcement of existing laws and regulations relative to sexual harassment. Additionally, the Office of Personnel Management should expand its efforts to eliminate sexual harassment by implementing an extensive media campaign to expose the realities of sexual harassment on the job.

Occupational Health and Safety

The purpose of the 1970 Occupational Safety and Health Act is "to assure so far as possible every working man and woman in the Nation safe and healthful working conditions and to preserve our human resources." Employers, concerned about liabilities which might accrue from damage caused when a woman or a fetus is exposed to toxic substances in the workplace, have traditionally either excluded or restricted women's access to employment in areas involving hazardous materials.

More recently, there are indications that substances which endanger a fetus or a woman's reproductive capacity also tend to pose dangers to men. In addition, research has shown that male sperm have a life span of about 80 days. Exposure to any health hazard that impairs female ova may be expected to damage the sperm.

Therefore, any occupational health hazard that would exclude fertile women from working in a particular job situation must also apply to men. The solution is not to exclude women from the workplace, but rather to comply with the law and assure safe working conditions for all employees.

Federal Initiatives

Serious concern has been focused on practices by employers which exclude women from work environments with potential health hazards. Several Federal agencies have taken action to ensure that exclusion is not automatic, such that it might be viewed as unlawful discrimination, and to encourage employers to develop means to remove the hazard, not the worker.

Government actions include:

- EEOC's issuance of a statement on its position on exclusionary employment practices. The statement cautioned against actions taken either hastily or without regard for rigorous

adherence to acceptable scientific processes. It urged employers not to take such actions without making serious efforts to find alternative methods with less exclusionary impacts.

- Actions by OSHA which encourage employers to exercise the greatest possible restraint in adopting or expanding exclusionary practices.
- In 1979 OSHA's citing a proposal of a $10,000 penalty against American Cyanimid for adopting and implementing a policy which required women employees to be sterilized in order to be eligible to work in those areas of one of its plants where they would be exposed to lead.
- In February 1980, the EEOC and the Department of Labor published proposed interpretive guidelines on employment discrimination and reproductive hazards. These guidelines and the objective of Title VII and the Executive Order 11246 are based on the assumption that laws prohibiting discrimination in employment are consistent with those laws designed to assure a workplace free of conditions that threaten the health or safety of employees.

PACFW RECOMMENDATION

Funds for OSHA and the EEOC should be increased so that existing laws and regulations regarding occupational health and safety can be strictly monitored and enforced. Additionally, the Government should initiate a bilingual public information campaign on the OSHA law and regulations.

ISSUES AFFECTING TARGET POPULATIONS

The eight preceding issues concern all women. However, the Committee realizes that there are many groups of women in the country who have special needs. More often than not, these women are isolated from the general populations and do not have a way to voice their own concerns. The Committee hopes to provide these women with a "voice" by including a separate recommendation which addresses the unique needs of each targeted group.

American Indian/Alaska Native Women

Indian women are still at the bottom rung of the economic ladder. They consistently are the lowest paid, lowest ranked segment of the work force. Of Indians employed outside the home, only 11 percent are in professional and technical fields and only 2 percent are managers or administrators.

Indian preference provisions, which provide the greatest source of employment, tend to trap American Indian women into traditional female low paying service occupations.

PACFW RECOMMENDATIONS

The Indian Preference Act is a commitment of the total Federal Government to American Indians and is not unique to one or two agencies.

The Bureau of Indian Affairs/Interior and the Indian Health Service/HHS should implement Section 12 of the Indian Reorganization Act by developing new standards of qualifications for Indians receiving preference appointments.

The Departments of Interior and Health and Human Services (Indian Health Service) should develop uniform regulations for the implemenration of Section 12 and subsequent Federal Court decisions.

Procedures should be developed for the conversion of Indian employees from excepted service to the competitive service in the Departments of Interior and Health and Human Services.

A handbook should be developed on the history and concept of Indian preference, which would include but not be limited to the following:

- Section 12 of the Indian Reorganization Act of 1934.
- Section 7(b) of the Indian Self-Determination and Education Assistance Act of 1975 (P.L. 93-638)
- The Early Retirement Act of 1979 (P.L. 96-135)
- Title VII (Sec. 703(i)) of the Civil Rights Act of 1964 and
- Various court decisions and interpretations of the Indian preference provisions.
- Public Law 95-561 of the Education Amendments of 1978.

The Bureau of Indian Affairs and the Indian Health Service should develop procedures for the implementation of Public Law 96-135, the Early Retirement Act.

The administration should designate enforcement authorities in the Departments of Interior and Health and Human Services at the Secretarial level to implement Section 12 and the Equal Employment Opportunity Commission should be designated to oversee coordination of the enforcement of Section 12.

Asian/Pacific American Women

Although Asian/Pacific women traditionally have the highest labor force participation rates, they continue to be part of the "working poor" and "invisible minority." For example, for every dollar the white male earns, the Asian/Pacific female earns only 44 cents. Despite educational attainment, Asian/Pacific women remain underemployed in the general work force. This underemployment results from language and cultural barriers, lack of information on immigration and civil rights laws, and lack of upward mobility caused by stereotyping, racism, and sexism.

PACFW RECOMMENDATIONS

Asian/Pacific women continue to be concentrated in job categories that do not provide upward mobility and which often are not commensurate with their education attainment; therefore, an independent task force should be established to assess the employment status of Asian/Pacific women, and design and implement national employment strategies for Asian/Pacific women.

Existing job training programs do not serve Asian/Pacific women who have little or no English language skills; therefore, there should be increased funding of bilingual training programs and programs to provide marketable job skills and on-the-job training targeted to Asian and Pacific Island women.

Black Women

Black females comprise 50 percent of the total population of Black youth and 54 percent of the total population of Black adults. In September 1980 the unemployment rate for Black women was 13.2 percent compared with 7.8 percent for all women. For Black teenage females, the unemployment rate was 41.7 percent compared with a rate of 16.3 percent for all teenage women 16 to 19 years of age. The highest poverty rate in this country is for Black female family heads who are unemployed or underemployed.

PACFW RECOMMENDATIONS

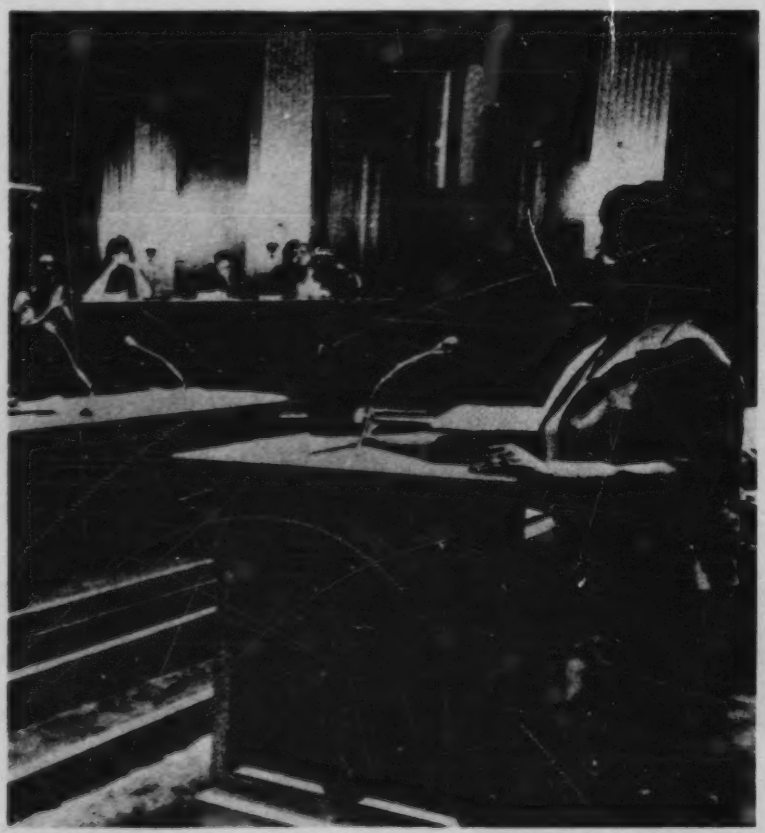
Measures should be enhanced to recruit women heads of families into jobs programs, particularly the large numbers of potential Black female participants in CETA programs directed toward the structurally unemployed. Specific emphasis in all CETA programs, particularly Titles II and VII, should be placed on recruiting and training these women for jobs that ultimately offer incomes at least at or near the low to moderate standard of living.

The recently funded Solo Parent and School-to-Work Transition Models of the Women's Bureau, and the Adolescent Pregnancy Prevention model programs of the Department of Health and Human Services should be used in design of curricula for elementary and junior and senior high schools to assist potential teenaged parents in making a stronger connection to the labor market as an alternative to early family building. The curricula should be institutionalized in public schools by specific incentives and targeted to areas of greatest need.

Hispanic Women

Historically, Hispanic women have been the victims of employment discrimination in their efforts to obtain status positions in business and professional areas. Only recently a few have been able to overcome the barriers of discrimination and have obtained high-level positions in business; education; and local, State and Federal agencies. A small number have achieved success in the private sector. The efforts of these successful few have been extensive, laborious, and frustrating. Hispanic women have often experienced unique problems associated with transition to positions of supervision and managerial level which have been dominated traditionally by Anglo males.

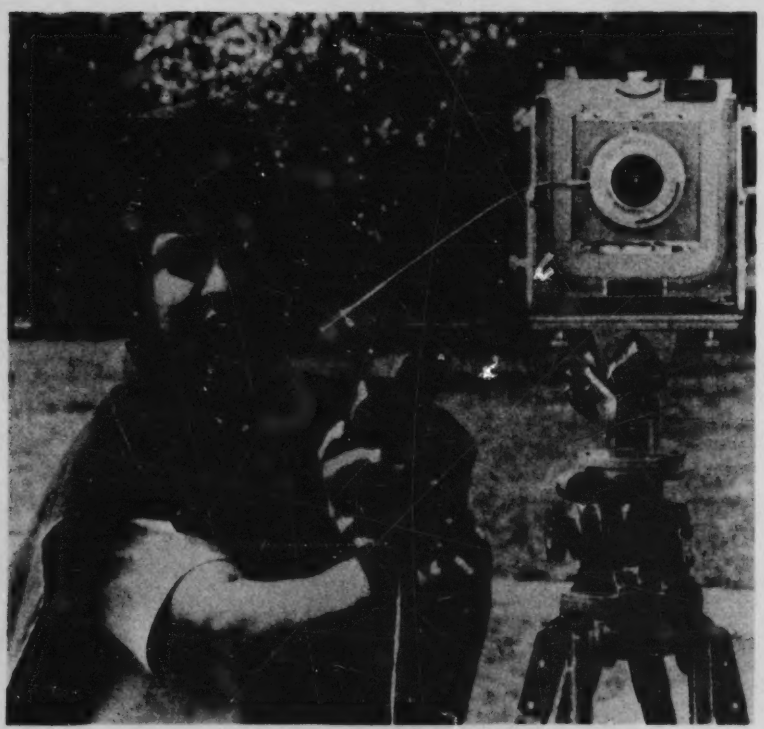
For the working woman of today, there are few relevant role models by which she can pattern her behavior and performance. Usually the only model available is that of the male. The Hispanic woman has had to cope and adjust to the behavior pattern of the "culturally learned male role" which dominated the employment field, and at the same time struggle to retain her individual identity as a woman and to maintain ethnic association.



PACFW RECOMMENDATIONS

Subsidized education and training programs for Hispanic women who are largely structurally unemployed rather than cyclically unemployed should be redesigned for sustained intensive training, rather than the shorter training that currently prevails in most programs, to insure that economic independence can be achieved.

The Departments of Labor and Health and Human Services should study the specific barriers to the completion of WIN/CETA programs of women who maintain families. Findings should be utilized to design specific remedies to overcome identified barriers and be incorporated in the training programs to keep these women from becoming dropouts.



Women in the Military

The military services can offer women opportunities for meaningful employment and career development. Women must be guaranteed the right to pursue a career in the military.

PACFW RECOMMENDATION

The Department of Defense should increase efforts which ensure women their fair share of training programs, career broadening assignments, career visibility, competitive ratings, awards, and promotions.

Women Business Owners

While women business owners play a vital role in the U.S. economy, they face many obstacles in their efforts to start and/or expand their own businesses. These obstacles include lack of management training and technical assistance, inability to obtain financing, sex stereotyping, and discrimination. Because of these barriers, women-owned businesses account for only 0.3 percent of the total U.S. business receipts.[2]

PACFW RECOMMENDATION

The programs designed to promote women's business enterprise, begun by President Carter's Executive Order in May 1979, which established the National Policy on Women's Business Enterprise, should be adequately funded in order to assist women to begin, develop, and expand their businesses.

Sexual Orientation

Another form of employment discrimination is that based on sexual orientation. PACFW believes that it is a clear violation of a person's civil rights to be excluded from any job situation on the basis of a non-job related bias.

PACFW RECOMMENDATIONS

The administration should actively support several bills now before Congress that will assure full civil rights for all citizens. These bills would prohibit discrimination in employment, as well as in public accommodations, on the basis of sexual orientation.

The President should immediately issue an Executive Order, as more than 25 State and local governments have now done, prohibiting

[2] *The Bottom Line: UnEqual Enterprise in America;* The President's Interagency Task Force on Women Business Owners, Washington, D.C., Government Printing Office, 1978.

employment discrimination on the basis of sexual orientation in government agencies.

Physically Disabled Women

The physically disabled must continue to be productive members of our society.

PACFW RECOMMENDATION

To help prevent handicaps from turning into work or life disabilities, the Departments of Labor, Education, Health and Human Services, and other agencies (for example, Office of Personnel Management) should immediately conduct continued public information and education programs to reach an even greater proportion of the constituency in order to secure more equitable and appropriate education and training for girls and women, who all too often are demotivated by overprotective and uninformed families. The agencies should rigorously enforce the Rehabilitation Act, as amended, and Title VII of the Civil Rights Act to permit equal opportunity for training and employment and accessibility to employment and training sites.

Homemakers

Women who stay home to nurture families and give their time and energy to community and volunteer organizations are denied recognition for their valuable contributions and experience. Thus, when they attempt to enter the labor force, they are often penalized for their "lack of work experience."

PACFW RECOMMENDATION

The Office of Personnel Management should develop a preference system whereby women can obtain employment credit for their volunteer and homemaker activities.

Migrant Women

Migrant workers contribute to America's economic development, but are denied health or life insurance and income security.

PACFW RECOMMENDATION

A report detailing all Federal services and programs currently available for migrant workers

should be published, possibly by the Department of Labor, and a simplified, popularized information pamphlet campaign should be implemented to educate migrant workers of their rights.

Rural Women

Rural workers are excluded from most Federal, State, and local laws protecting workers.

PACFW RECOMMENDATION

The Federal Committee on Migratory Farm Labor and State agencies should study the extension of safety and workers' compensation legislation to farmworkers.

Household Workers

Household workers have low wages and little or no income and job security. Because of language and cultural barriers, minority women, in particular, often have little choice but to become household workers.

PACFW RECOMMENDATION

The Department of Labor should support the extension of unemployment insurance and workers' compensation coverage to all household workers meeting the Social Security test ($50 in wages in a calendar quarter) as recommended in the Reports of the National Commission on Unemployment Compensation (1980) and of the National Commission on State Workmen's Compensation Laws (1972), and the Department and the administration should actively promote appropriate enabling legislation.

The Department of Labor (the Wage-Hour Administration), the Social Security Administration, and the Internal Revenue Service should promote on-going information and education campaigns for employers and workers, respectively, to increase compliance with the requirements of the Fair Labor Standards Act (e.g., payment of the minimum wage and required overtime), and the Social Security Act (reporting and payment of Social Security taxes due on the household worker's earnings); and the laws should be rigorously enforced by the respective agencies—including publicity, particularly of Social Security law infractions and penalties—to increase compliance.

Female Offenders

For some women, criminal activity appears to be the only means of survival. In addition, in the current criminal justice system, there are few opportunities which assist women in building skills which will enable them to find adequate employment upon release.

PACFW RECOMMENDATION

Current welfare and employment programs designed to aid the disadvantaged should be adequately funded. Existing rehabilitation programs should be updated so they are relevant to employment opportunities available outside prison.

Elderly Women

Age discrimination remains a major barrier to hiring, access to training programs and promotions.

PACFW RECOMMENDATION

Existing age limitations on Federal apprenticeship programs must be eliminated. Additionally, the Office of Personnel Management in partnership with organizations such as the American Association of Retired People, should initiate an information campaign which educates the public about the productive capacities of the elderly.

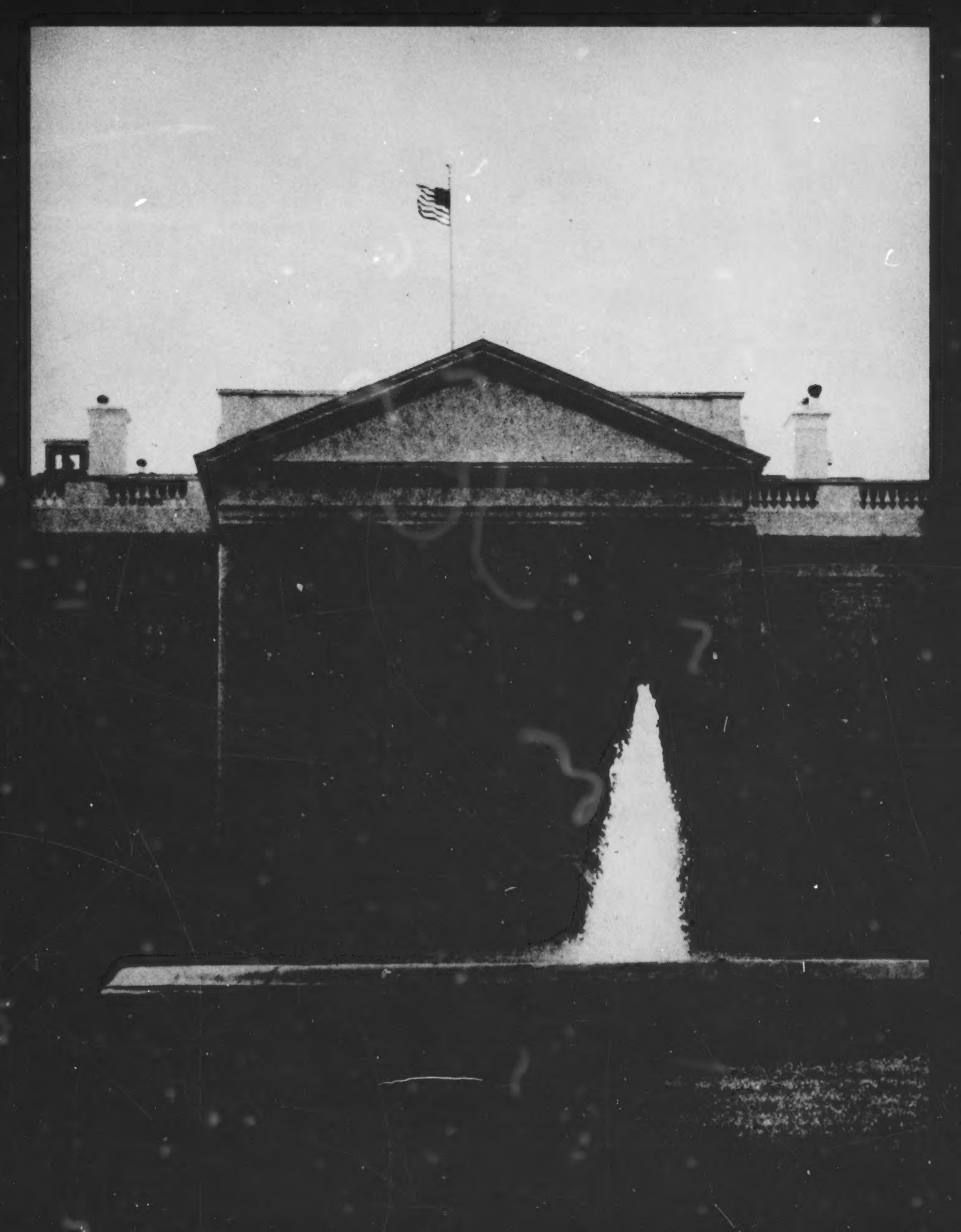
Union Women

Union women believe that unions have long been a progressive means of moving women forward into the workplace and society as a whole. According to the U.S. Department of Labor, the earnings of employed women represented by labor organizations in May 1977 exceeded those of "unorganized" women in all industries and occupations by 30 percent. However, fewer than 20 percent of working women are presently organized and, in periods of recession, women are especially vulnerable to job loss. In over 30 years, with the exception of 1958,

the percentage of unemployment has always been higher for women than for men.

PACFW RECOMMENDATION

Legislation should be enacted that will increase penalties for employers who violate workers' rights to organize. This legislation is necessary so that unorganized workers may join a union without fear of reprisal or years of legal delays.



Appendix A

EXECUTIVE ORDER

The President's Advisory Committee For Women

By the authority vested in me as President by the Constitution and statutes of the United States of America, in accordance with the provisions of the Federal Advisory Committee Act (5 U.S.C. App. I), and in order to amend the organization and responsibilities of the National Advisory Committee for Women, it is hereby ordered as follows:

1-1. Establishment of the Committee.

1-101. The National Advisory Committee for Women is continued and redesignated the President's Advisory Committee for Women.

1-102. The President shall appoint not more than thirty individuals to serve on the Committee. The President shall designate one member to chair the Committee and may designate two members as vice-chairs.

1-2. Functions of the Committee.

1-201. The Committee shall advise the President on a regular basis of initiatives needed to promote full equality for American women.

1-202. The Committee shall assist in reviewing the applicability of such initiatives, including recommendations of the 1977 National Women's Conference, to particular programs and policies.

1-203. The Committee shall provide advice on appropriate ways to promote the national observance of the United Nations Decade for Women, Equality, Development and Peace (1975-1985).

1-204. The Committee shall gather information relating to its responsibilities and shall disseminate such information, through newsletters or other appropriate means, to the Executive Branch and to interested members of the public.

1-205. The Committee shall consult regularly with the Interdepartmental Task Force, whose existence is continued by Section 1-402.

1-206. The Committee shall establish such procedural regulations as are necessary to carry out its responsibilities.

1-3. Administrative Provisions.

1-301. The Committee may request any agency of the Executive Branch of the government to furnish it with such information, advice, funds and services as may be useful for the fulfillment of the Committee's functions under this Order. Such agencies are authorized, to the extent permitted by law, to honor the Committee's requests.

1-302. Each member of the Committee may receive compensation at the maximum rate now or hereafter prescribed by law for each day such member is attending a regularly scheduled meeting of the Committee or a subcommittee thereof. Each member may receive travel expenses, including per diem in lieu of subsistence (5 U.S.C. 5702 and 5703).

1-4. General Provisions.

1-401. Notwithstanding the provisions of any other Executive Order, the functions of the President under the Federal Advisory Committee Act which are applicable to the Committee, except that of reporting annually to the Congress, shall be performed by the Secretary of Labor in accordance with guidelines and procedures established by the Administrator of General Services.

1-402. The Interdepartmental Task Force (created by Section 6 of Executive Order No. 12050) is continued.

1-403. The Committee shall conclude its work and shall make a final report to the President by December 31, 1980, at which time it shall terminate.

1-404. Executive Order No. 12050, except for Section 6, and Executive Order 12057 are revoked.

Jimmy Carter

The White House
May 9, 1979.

Appendix B

THE COMMITTEE MEMBERS

JUDY CARTER, Honorary Chair
Calhoun, Georgia

LYNDA JOHNSON ROBB, Chair
McLean, Virginia
Appointed Chair of President's Advisory Committee for Women, by President Carter, May 1979. Vice President, Northern Virginia Broadcasting; Board of Directors, National Advisory and Northern Virginia Reading Is Fundamental; Virginia Center for Creative Arts, Honor America Day; editor, *Ladies Home Journal*.

MARJORIE BELL CHAMBERS, Ph. D., Vice Chair
Cincinnati, Ohio
Dean, Union Graduate School, Union for Experimenting Colleges and Universities, Midwest. Former National President, American Association of University Women; former President, AAUW Educational Foundation; former President, Colorado Women's College; member, National Advisory Council on Women's Educational programs; member, American Council on Education, Commission on Leadership in Higher Education and Academic Administration.

ELIZABETH KOONTZ, H.L.D., Vice Chair
Raleigh, North Carolina
Assistant State Superintendent, North Carolina Department of Public Instruction. Former Director, Women's Bureau, U.S. Department of Labor and Deputy Assistant Secretary for Labor Standards; Chair, National Commission for Working Women. Renowned educator; served as first Black president of the National Education Association. Recipient of 32 honorary degrees; author of publications on education, American women, household employment, and civil rights.

OWANAH ANDERSON
Wichita Falls, Texas

Director, OHOYO Resource Center, WEEAP-funded Indian Women's project. Chair, National Committee on Indian Work, Episcopal National Church; member, Native American Rights Fund Advisory Committee; SACCRW (HSS Secretary's Advisory Committee on Rights and Responsibilities of Women); Wichita Falls Commission on the Status of Women.

UNITA BLACKWELL
Mayorsville, Mississippi

Mayor, Mayorsville, Mississippi. National President, U.S.-China People's Friendship Association; Board of Directors, Rural American Women; Board of Directors, Mississippi Council for Human Relations; State Board member, Community Education Extension; State Executive Committee Member, Mississippi Municipal Association; member, National Commission on the International Year of the Child; former Board of Directors, Emergency Land Fund.

ERMA BOMBECK
Paradise Valley, Arizona

Syndicated newspaper writer of the humor column "At Wit's End." Author of many books, the latest being "Aunt Erma's Cope Book"; Most Influential Woman in America, 1978-79; recipient of the Mark Twain Award in 1973, presented to the top humorist in the Nation; television personality twice weekly on "Good Morning America." Major spokesperson for the Equal Rights Amendment; member, Theta Sigma Phi (Women in Communications, Inc.) and was awarded the Headliner Award in 1969; member, Society of Professional Journalists, Men's Journalism Fraternity.

CATHERINE CONROY
Milwaukee, Wisconsin

Representative, Communications Workers of America, AFL-CIO; Executive Board Member, Wisconsin State AFL-CIO; Wisconsin Vice President, Coalition of Labor Union Women; formerly on Governor's Commission on the Status of Women; one of the Founders of the National Organization of Women (NOW); involved in the Labor Movement since 1947.

JACK CONWAY
Washington, DC

Senior Fellow, Aspen Institute for Humanistic Studies. Director, Atlantic Richfield Company, Los Angeles, California. Former Senior Vice President, United Way of America; former President, Common Cause; former Executive Director, American Federation of State, County and Municipal Employees (AFSME). Extensive background in labor movement, including special assistant to Walter Reuther of United Auto Workers and Executive Director, Industrial Union Department, AFL-CIO.

LAURA DE HERRERA
Denver, Colorado

Colorado State Representative; Vice Chairperson, Mayor's Commission on Community Relations in Denver; member, Federal Advisory Committee on Immigration and Naturalization; Chicano Education Project; Small Business Advisory Council; Bilingual Communications Center; Council on Developmental Choices for the 80's (HUD); Northeast/Central Colorado Health System Agency; Family Builders by Adoption; Child Opportunity, Inc.; Juvenile Justice and Delinquency Prevention Advisory Council.

DONNA DE VARONA
New York, New York

NBC Network Sports Commentator; two-time Olympic Gold Medalist, swimming; voted most outstanding female athlete by Associated Press and United Press International for athletic achievement and leadership in International Sports. Broke 18 world records. Founding member, President of the Women Sports Foundation and Sports Hall of Fame; member, U.S. Olympic Committee; consultant to the President's Council on Physical Fitness; founding member, Healthy America Coalition. Former member of President Ford's Commission on Olympic Sports; former special consultant to U.S. Senate Commerce Committee; former member, New York State Sports Task Force; former member, UCLA Alumni; Board of Directors, member, IWY Committee that created/administered torch relay from Seneca Falls to Houston to celebrate "Women on the Move." Consultant to Vice President Humphrey's Intercity Youth Task Force

"Operation Champ;" founding contributor Special Olympics program; instrumental in passage of the Amateur Sports Act of 1978; Activist of Title IX; liaison to White House Olympic Boycott issue.

GRETTA DEWALD
Washington, DC

Director, Women's Division, and Director, Education and Training Council, Democratic National Committee. Former member, Georgia Commission on the Status of Women; former member, Board of Directors, Metropolitan Atlanta Rapid Transit Authority; extensive background in politics through management of campaigns, party organization, and community development.

FREDDIE LANG GROOMES, Ph. D.
Tallahassee, Florida

Assistant to the President, Director, University Human Affairs and Associate Professor of Counseling and Human Systems, Florida State University. Former National President of American Association for Affirmative Action; former chairperson and member of Governor's Commission on the Status of Women, Florida; Governor's Council on Indian Affairs; consultant to U.S. Department of Health, Education, and Welfare, National Science Foundation, American Council on Education, and many others; former member, Florida Commission on Human Rights; Board of Directors, Urban League, Florida; Board of Directors, Southern Regional Council; National coordinator, Alpha Kappa Alpha Connection.

CHARLES GUERRIER
Cleveland, Ohio

Attorney and Executive Director, Women's Law Fund, Inc., Cleveland. Adjunct Professor of Law, Case Western Reserve University School of Law, teaching sex-based discrimination and the litigation process. Member of the Board of Trustees, Women's Resource and Policy Development Center, Columbus; has been actively engaged as a consultant regarding sex bias and sex discrimination in the fields of employment, education, housing and government benefits; author of publications regarding legal issues of Title IX and the Education Amendments of 1972; Chair, Employment Committee, Ohio Task Force for the Implementation of the Equal Rights Amendment.

NANCY A. HUMPHREYS, DSW, ACSW
Highland Park, New Jersey

President, National Association of Social Workers. Associate Professor of Social Work, Rutgers University School of Social Work. Former Commissioner, Los Angeles County Commission on Children's Institutions; former Assistant Program Deputy, Family and Children's Services, Los Angeles County Department of Public Social Services; former President, Los Amigos de la Humanidad, School of Social Work Support Group, University of Southern California. Author of numerous publications and monographs on social welfare topics.

JEFFALYN JOHNSON, Ph. D.
Alexandria, Virginia

President, Jeffalyn Johnson and Associates, Inc., Management and Organization Specialists, Falls Church, Virginia, and Los Angeles, California. Member of the Secretary of Commerce Advisory Committee on Minority Business Enterprise; member of Board, National Women's Education Fund; member of Board, Black Women's Agenda; former Dean and Senior Faculty member at Federal Executive Institute; lecturer, University of Southern California, School of Public Administration.

ODESSA KOMER
Detroit, Michigan

Vice President, United Auto Workers International Union. Joined Local 228, UAW, 1953, while working at Ford Motor Company. Elected to many offices at the local level. Former Education Director, Region 1, UAW, 1967; Vice President, UAW International Union in 1974 and 1977. Responsible for negotiations with Bendix Corporation, Budd Company, Eltra Corporation, McQuay-Norris, Alcoa Corporation, Eaton, and Rockwell Automotive Corporation; also directs the activities of several Departments, among them the Women's Department of the UAW.

ESTHER R. LANDA
Salt Lake City, Utah

Past National President, National Council of

Jewish Women. Member, President's Commission on an Agenda for the '80s; member, Utah Steering Committee and Delegate to the White House Conference on Families; former chairwoman of the State Advisory Committee for Head Start; Vice chair, Third Plenary Session, 1977 National Women's Conference; Chairperson National Jewish Community Relations Advisory Council's Task Force on Equal Opportunity for Women; member, U.S. Delegation to U.N. World Conference on Women in Copenhagen, July 1980.

LINDA J. LEE
New York, New York
Director of Program and Management Review, New York City Agency for Child Development. President, Council of Asian-American Women; Board of Directors, N.Y. Federation of Urban Organizations; former assistant policy analyst on human services to New York City Council President Carol Bellamy.

ANTOINETTE LEONE
Hartford, Connecticut
Member, Hartford City Council, Chairperson, Education, Employment, and Social Services Committee. Practicing attorney; member, Capitol Region Council of Governments.

MARY HELEN MADDEN
Philadelphia, Pennsylvania
Executive Director, Soroptimist International of the Americas. Former Executive Director, National Council of Catholic Women; Director of Programs, National Catholic Community Service (USO).

ELENA MARTINEZ, A.C.S.W.
Chicago, Illinois
Administrator/Community Planner, Asociacion LatinoAmericana de Evanston, Evanston, Illinois. Academy of Certified Social Workers; member, National Association of Social Workers; expert in working with the abused child and the parents; extensive experience as psychiatric social worker dealing with patients of all economic levels and ethnic backgrounds; delegate to the 1980 Democratic National Committee.

BILLIE NAVE MASTERS
Irvine, California
Supervisor of Teacher Education, University of California. American Indian/Alaska Native Caucus Chair, National Education Association; delegate, International Women's Year Conference, Houston; Chair, American Indian/Alaska Native Women's Caucus, International Women's Year. Elected member, National Democratic Platform Advisory Committee for 1980, Delegate National Democratic Convention, 1980. Co-Chair, Minority Affairs Committee, NEA; Board of Directors, NEA.

ALICE MCDONALD
Prospect, Kentucky
Deputy Superintendent of Public Instruction, State of Kentucky. Former Executive Assistant to Mayor of Louisville, Kentucky; former director, Neighborhood Development Office, Louisville; member, Executive Committee, Democratic National Committee.

BRENDA PARKER
Happy, Texas
College student at Texas Tech University. Former National President, Future Homemakers of America; member, American Home Economics Association; National Officer, Angel Flight, service organization, sponsored by Air Force Reserve Officer Training Corps; delegate-at-large, IWY Conference, Houston.

ESTELLE RAMEY, Ph. D.
Washington, DC
Professor and Director of Graduate Studies, Department of Physiology and Biophysics, at the School of Medicine, Georgetown University. Board of Directors, Association for Women in Science Educational Foundation; member, Advisory Committee to the Director of the National Institutes of Health; lecturer on women's health issues; has published extensively in professional journals; member, Executive Advisory Panel, Chief of Naval Operations.

ANN RAMSAY
Boston, Massachusetts
Director of Budgets, Harvard University. Former First Deputy Secretary of State, Commonwealth of Massachusetts; former

White House Fellow; author of publications on women in management and adolescent drug abuse.

ANN RICHARDS
Austin, Texas
Commissioner, Travis County, Texas. Sponsored first center for battered women in Texas; instructor for National Women's Education Fund; Vice Chair of Elected Women of the National Association of Counties; delegate to the International Women's Year Conference, Houston. Organizer and first president of Texas Association of Elected Women of Texas; Lt. Governor of Texas appointee to Delivery of Human Services in Texas Committee.

J. RICHARD ROSSIE
Memphis, Tennessee
Attorney; Shareholder-member, Rosenfield, Borod and Kremer P.C.; member, National Advisory Committee on Women's Educational Programs; former member, Board of Directors, Women's Resource Center, Memphis; member, Leadership Memphis.

JILL L. SCHROPP
Seattle, Washington
Businesswoman, and Press Secretary, Carter-Mondale re-election Campaign, Washington State; member, Mayor's Advisory Committee on Office for Women's Rights, Seattle; former campaign manager of Citizens to Retain Fair Employment; former newspaper writer on environmental and scientific affairs; former visiting research specialist, Battelle Memorial Institute, Human Affairs Research Center, Seattle; former Bush Leadership Fellow, Harvard University and University of Washington.

TIN MYAING THEIN, Ph. D.
San Diego, California
Co-Chair Asian/Pacific American Women's Caucus. Member, Board of Directors, Asian/Pacific Women's Network; co-founder and member, Organization of Pan Asian Women; Project Director, Asian/Pacific American Women's Educational Equity Project and National Coordinator, Asian/Pacific American Women's Employment Project.

Appendix C

THE PLANKS PROJECT

PROGRAMS CATALOGUED IN THE FEDERAL INITIATIVES TRACKING SYSTEM

THE PLANKS PROJECT
On the following pages you will find a compendium of government initiatives responding to the planks in the Plan of Action developed at the National Women's Conference in 1977.

All 25 issue planks are listed (the 26th plank established a Continuing Committee from the Conference), each followed by a listing of government programs that are relevant to the issue. This is by no means a comprehensive list, but only includes a selection of both agency-wide initiatives and individual grants to organizations and projects that are relevant to the area. These programs are now being organized into a computerized system that is part of the Federal Initiatives Tracking System at the White House, through the Interdepartmental Task Force on Women. This project is the beginning of the first efforts that have been made by the Government to identify specifically what is being done for women.

The Planks Project provides one indicator of Government's response to the needs of women. By reading the plank passed at the Women's Conference, and then the Federal initiatives that follow, it is clear to see where there has been progress, and what issues must still be addressed. PACFW feels that this can be a valuable tool in assessing women's progress.

PACFW RECOMMENDATION

In order to further institutionalize within the Federal Government a systematic approach to identifying and responding to the needs of women, the Office of Management and Budget should require the Departments and agencies of the Federal Government to make a systematic assessment of the effects of their programs on women, and include an evaluation of these assessments as part of the regular budget preparation and program review processes of the Government.

Arts and Humanities

The President should take steps to require that women:

- Are assured equal opportunities for appointment to managerial and upper level posts in Federally-funded cultural institutions, such as libraries, museums, universities and public radio and TV.
- Are more equitably represented on grant-awarding boards, commissions and panels.
- Benefit more fairly from government grants, whether as individual grant applicants or as members of cultural institutions receiving Federal or State funding.

Judging agencies and review boards should use blind judging for musicians, including singers, in appraising them for employment, awards, and fellowships as well as for all articles and papers being considered for publication or delivery and for all exhibits and grant applications, wherever possible.

National Endowment for the Arts

40 percent of the members of grant-awarding boards, commissions and panels at the Endowment are women.

In FY 1979, the Endowment awarded 361 grants to women. This was out of about 2500 grants awarded overall, to both individuals and organizations.

National Endowment for the Humanities

Women now comprise 40 percent of the people who review grant applications at the Endowment. In FY 1980, about 40 percent of the Endowment's professional staff were women. The Endowment has been actively soliciting suggestions for reviewers and panelists from women's institutions and organizations.

In FY 1980, the National Endowment for the Humanities awarded 81 grants ($2,444,309) to women's studies in history, philosophy and literature. This represents a 25 percent increase in the number of grants and a 36 percent increase in the number of dollars awarded since 1979.

Both the National Endowment for the Arts and the National Endowment for the Humanities maintain their records of grant applications and grant recipients by gender, to ensure that women benefit equitably.

The Institute for Museum Service at the Department of Education is comprised of a majority of female staff, including its two top-ranked professional members. The Institute has been active in recruiting women staff for nontraditional positions in museums. 40 percent of its 200 program reviewers are women.

The U.S. Commission on Civil Rights maintains files on women and the arts, and conducts liaison activities with the public and private groups to ensure equal opportunity in the awarding of grants in federally-funded institutions.

President Carter appointed Joan Mondale, wife of the Vice President, as Honorary Chairperson of the Federal Council on the Arts and Humanities. Mrs. Mondale has played an active role in promoting and supporting women in the arts.

Battered Women

The President and Congress should declare the elimination of violence in the home to be a national goal. To help achieve this, Congress should establish a national clearinghouse for information and technical and financial assistance to locally controlled public and private nonprofit organizations providing emergency shelter and other support services for battered women and their children. The clearinghouse should also conduct a continuing mass media campaign to educate the public about the problem of violence and the available remedies and resources.

Local and State governments, law enforcement agencies and social welfare agencies should provide training programs on the problem of wife battering, crisis intervention techniques, and the need for prompt and effective enforcement of laws that protect the rights of battered women.

State legislatures should enact laws to expand legal protection and provide funds for shelters for battered women and their children; remove interspousal tort immunity in order to permit assaulted spouses to sue their assailants for civil damages; and provide full legal services for victims of abuse.

Programs for battered women should be sensitive to the bilingual and multicultural needs of ethnic and minority women.

Department of Health and Human Services

The Office on Domestic Violence is coordinating the work of twelve agencies with domestic violence relief programs. The Office distributes information on the incidence and causes of domestic violence, and the services, programs and funding available for victims. The clearinghouse serves as resource to Federal, State and local officials, community organizations, researchers and the public.

The Office on Domestic Violence, in conjunction with the National Center on Child Abuse and Neglect, is supporting three projects to serve children of battered women.

The Office on Domestic Violence publishes *Response*, a newsletter, funded with the Department of Justice, to announce health and social service activities, updates on the Office, grant awards, publications from the clearinghouse, conferences and activities in the field of domestic violence.

The Secretary of Health and Human Services chairs the Interdepartmental Committee on Domestic Violence to assist and educate victims of Domestic Violence.

The Office of Human Development Services studied services to battered women and is now developing a method of exchanging training and expertise among domestic violence programs.

The Department of Health and Human Services has evaluated its programs to 1) ascertain the extent to which battered women and their families are served by HHS programs; 2) identify and describe the barriers that inhibit delivery of services; 3) enable the Department to increase its responsiveness to victims; and 4) encourage domestic violence programs to use effective models.

The National Institute of Mental Health is supporting various projects, including "Physical Violence in American Families," a "Battered Women Syndrome Study," the "Medical Contexts

and Sequel of Domestic Violence," "Violent Husbands and Their Wives' Reactions," "Beating Wife Beating—An Exploratory Study," "Family Violence Research Training," "Model Hospital-Based Training on Family Violence," and "Psychological Factors in Battered Women."

The National Institute on Alcohol Abuse and Alcoholism wants to expand the number of family-oriented treatment projects serving women who are abused as the result of others' alcoholism. It now provides $400,000 to non-profit organizations to develop models for dealing effectively with alcohol-related domestic violence and to provide prevention, case finding and monitoring, diagnosis, referral, treatment and counseling for alcoholic abusers and their victims.

The Department of Housing and Urban Development

The Women's Policy and Program Division has made housing for victims of domestic violence a priority. Funds have been made available for battered women's shelters under the Community Development Block Grant (CDBG) program, and local groups are being encouraged by HUD to use CDBG funds for this purpose. About 400 shelters have now received CDBG funds.

HUD supplied a "how-to" manual on housing for battered victims and a slide show focusing on the need for shelters for the first National Conference on Domestic Violence, held in Washington in February 1980.

The Department of Labor, through its Women's Bureau, produced a self-help guide for victims of domestic violence, titled *Resource Kit on Battered Women, 1978.*

ACTION funded the National Technical Assistance Center on Family Violence in Ann Arbor, Michigan (with 10 regional offices) to train volunteers for family violence programs. More than 600 VISTA volunteers in 30 States are working to help combat domestic violence through counseling, providing legal services and setting up shelters for battered women. The agency answers questions about training, recruiting volunteers and zoning regulations in setting up shelters.

The U.S. Commission on Civil Rights

The Commission published a report, "Battered Women: Issues of Public Policy," which includes a directory of national, State and local organizations and shelters for battered women, as well as Federal agencies, newsletter and bibliographies which deal with the issue of battered women.

The Commission has commissioned a study, "The Federal Response to Battered Women," to assess how Federal programs address the needs of local organizations which serve battered women.

The Commission has commissioned a project, "Battered Women and the Administration of Justice," to evaluate the treatment of battered women under Federal, State and local criminal justice systems, and by public and private women's shelters, welfare agencies and legal service programs.

The Community Services Administration (CSA) established a pilot Family Crisis Center to assist low-income battered women and children. CSA awarded the Family Crisis Center in Milwaukee $620,500 to help family members by providing counseling and shelter when serious conflicts arise.

Business

The President should issue an Executive Order establishing as national policy:

- The full integration of women entrepreneurs in government-wide business-related and procurement activities, including a directive to all government agencies to assess the impact of these activities on women business owners.
- The development of outreach and action programs to bring about the full integration of women entrepreneurs into business-related government activities and procurement.
- The development of evaluation and monitoring programs to assess progress periodically and to develop new programs.

The President should amend Executive Order 11625 of October 13, 1971 to add women to its coverage and to programs administered by the Office of Minority Business Enterprise.

The President should direct the Small Business Administration (SBA) to add women to the definition of socially or economically disadvantaged groups as published in the *Code of Federal Regulations* and take all steps necessary to include women in all the services and activities of the SBA. These steps should include community education projects to encourage women to participate in SBA programs, particularly minority women, including Blacks, Hispanic Americans, Asian Americans and Native Americans.

The President should direct all contracting agencies to increase the percentage of the annual dollar amount of procurement contracts awarded to women-owned businesses and to maintain records by sex and race or ethnicity for monitoring and evaluation.

The President should direct the General Services Administration to amend, so as to include women, the Federal Procurement Regulations requiring that all firms holding government contracts exceeding $5,000 insure that "minority business enterprises have the maximum practicable opportunity to participate in the performance of Government contracts."

The President should direct the Department of Labor, Office of Federal Contract Compliance Programs, to assure that compliance officers monitor the awards of subcontracts in order to assure that women-owned businesses are equitably treated.

On May 18, 1979, Presidential Executive Order 12138 established a National Women's Business Enterprise Policy and established the *Interagency Committee on Women's Business Enterprise*. The Executive Order instructs Federal agencies to include more women in programs that assist in management, technical, financial and procurement matters.

Department of Commerce

The Economic Development Agency set goals of at least 30 loans and $500,000 in technical assistance for women business owners by FY 1980. Both these goals were contingent upon passage of EDA program and appropriations. Despite a small budget of $170 million (as opposed to the requested budget of 2 billion), the EDA was able to guarantee 3 loans and spent $375,000 in technical assistance for women business owners.

The Economic Development Agency allocated $150,000 for women business enterprise programs in its University Center Program and published a resource manual for women business owners.

The Minority Business Development Administration has established clearinghouses in its more than 40 district offices to maintain information on women business owners and their firms.

The Industry and Trade Administration has established clearinghouses in its more than 40 district offices to maintain information on women business owners and their firms.

The Department of Education promoted educational and counseling programs that emphasize entrepreneurial skills and business enterprise as a career option for both females and males.

The Department of Agriculture's Farmers Home Administration (FHA) set a FY 1980 target of at least $50 million in rural women's projects under its Business and Industry Loan Program. This encourages the development of women's business in rural communities of fewer than 50,000 people.

The Department of Labor proposed a regulation to prohibit Federal contractors from subsidizing membership in private clubs that have discriminatory membership rules. Private clubs are often where business contacts are made, deals are closed and careers are advanced. Women and certain racial and religious groups frequently are excluded from such clubs.

The Department of the Treasury has published a pamphlet "Selling to the Department of the Treasury," which tells what and how Treasury bureaus purchase commercially.

ACTION pays for El Centro Feminista de Bayamon in Puerto Rico, a project to train farm women in direct marketing skills, enabling them to open a farmer's market and train them in craft skills.

The Federal Trade Commission educates women about the enforcement provision of the Equal Credit Opportunity Act concerning commercial credit and encourages women business owners to file complaints if they believe they are victims of discriminatory credit decisions.

The General Services Administration (GSA) operates 13 centers that assist business owners interested in contracts with Federal agencies. The agency sponsors conferences to help women business owners and career women interested in moving up in the corporate world.

The Tennessee Valley Authority has established a regional center that provides counseling, marketing analysis, and feasibility studies for potential and current women business owners.

The Small Business Administration

SBA established an Office of Women's Business Enterprise and named representatives in each of 10 regional offices.

SBA has set a goal of increasing by 60 percent the amount of money loaned to women-owned businesses in FY 1981. The agency plans to make $75 million available to companies owned by women.

SBA made available "mini-loans" of under $20,000 (for a total of $14 million) directly to women-owned businesses in FY 1980.

SBA sponsored enterpreneurial training for nearly 30,000 women from September 1977 to June 1978. These workshops are now a part of SBA's programming.

The Small Business Administration, the Department of Commerce and the Interagency Committee on Women's Business Enterprises produced a guide, *A Directory of Federal Government Business Assistance Programs for Women.*

At this writing, legislation to institutionalize and expand the Office of Women's Business Enterprise has not yet passed both Houses of Congress. The legislation would provide for a program of research and development to be mainstreamed within the Small Business Administration's overall program. It will include special training and counseling centers; financial access projects; access to business resources; and procurement.

Child Abuse

The President and Congress should provide continued funding and support for the prevention and treatment of abused children and their parents under the Child Abuse Prevention and Treatment Act of 1974.

States should set up child abuse prevention, reporting, counseling and intervention programs or strengthen such programs as they already have. Child abuse is defined for this purpose, as pornographic exploitation of children, sexual abuse, battering, and neglect.

Programs should:

- Provide protective services on a 24-hour basis.
- Counsel both victim and abuser.
- Create public awareness in schools and in communities by teaching how to identify and prevent the problems.
- Encourage complete reporting and accurate data collection.
- Provide for prompt, sensitive attention by police, courts, and social services.

In 1977, the Protection of Children Against Sexual Exploitation Act became law. This established Federal penalties for the interstate transport of pornographic material involving children or of children themselves.

In 1978, amendments to the Child Abuse Prevention and Treatment and Adoption Reform Act became law, which includes funds for States and community groups for treatment and prevention.

Department of Health and Human Services

The National Center on Child Abuse and Neglect gives grants for projects designed to demonstrate how to (1) improve community approaches to the delivery of prevention and treatment services; (2) expand the services to families at risk or already identified as neglectful; (3) strengthen the effectiveness of child protection agencies through the added support of other agencies; and (4) replicate types of non-child protection agency programs in other communities. The Center has awarded various contracts for clinical demonstrations or specialized treatment of child sexual abuse, adolescent maltreatment, substance abuse-related child maltreatment, child neglect and remedial services for abused and neglected children.

In FY 1980, the Center awarded $1.6 million for projects to prevent or reduce the likelihood of child abuse and neglect. Projects (1) prevent abuse by strengthening families and by involving community and minority group action; or (2) encourage parents to seek help before a deteriorating family situation leads to abuse.

In FY 1980, $4 million was allocated by the Center for training to treat child sexual abuse, and for awarding grants to improve child protective services.

The Alcohol, Drug Abuse, and Mental Health Administration funds about a dozen research projects that may lend sensitivity to problems surrounding child abuse. They investigate the treatment, causal and developmental factors and possible correlates, such as alcohol use.

ACTION

The agency awarded a grant to Parents Anonymous of Northeastern Ohio for a program to train community volunteers to work with children from abusive families.

Volunteers in Newport Beach, California, help in the development of motor, social and academic skills of abused, neglected and abandoned children.

The Foster Grandparent Program in Portland, Maine, is working with single parent families to rebuild parent-child relations and develop better home environments for abused children.

Community Services Administration

The agency funded a center in Baltimore County, Maryland, to assist women and children through counseling support and referral information, a hot-line, prevention information to schools and private organizations, and training for hospital personnel.

The agency funded the Family Impact Seminar, affiliated with George Washington University, to study how laws and policies affect families. A major factor leading to the placement of children in foster care is parental abuse or neglect. The seminar is studying policies which remove children from their homes rather than treat the family's problems.

Child Care

The Federal government should assume a major role in directing and providing comprehensive, voluntary, flexible hour, bias-free, non-sexist, quality child care and developmental programs, including child care facilities for Federal employees, and should request and support adequate legislation and funding for these programs.

Federally funded child care and developmental programs should have low-cost, ability-to-pay fee schedules that make these services accessible to all who need them, regardless of income, and should provide for parent participation in their operation.

Legislation should make special provision for child care facilities for rural and migrant worker families.

Labor and management should be encouraged to negotiate child care programs in their collective bargaining agreements.

Education for parenthood programs should be improved and expanded by local and State school boards, with technical assistance and experimental programs provided by the Federal government.

City, county and/or State networks should be established to provide parents with hotline consumer information on child care, referrals, and follow-up evaluations of all listed care givers.

Department of Health and Human Services

In response to growing concerns from parents and child care groups, the Department of Health and Human Services undertook a National Day Care Study. Results were used to revise the Federal Interagency Day Care Regulations, which went into effect in 1980.

The Migrant Head Start Program serves the children of migrant families with nutrition programs, health screening, diagnosis, and treatment, parent involvement, transportation, outreach and referrals. Traditional Head Start programming was modified to meet the unique needs of migrant farm workers (extended hours to coincide with parents' work hours; participation of infants in programs; and bilingual/bicultural staff).

HHS initiated the Child Development Associate program to improve the quality and effectiveness of the care and education provided for children in Head Start, day care, nursery schools, and other pre-school programs.

The Administration for Children, Youth and Families, together with the Ford Foundation sponsored a project using telephone hot-lines to help in locating/choosing child care alternatives; book-and-toy lending libraries; training programs; and help for single parents.

HHS is conducting a three-year research program to evaluate the range, functions, cost and effectiveness of information and referral services, after which a handbook will detail the implications of the findings for State and Federal child care policy.

HHS headquarters furnishes rent-free space for day care centers for its Federal employees. Centers are located in 3 agencies: National Institutes of Health; Social Security Administration; and the Office of the Secretary. All centers are self-supporting and must comply with licensing requirements. The Departments of Agriculture, Education, and Housing and Urban Development established child care centers at their headquarters.

An Office of Families has been established to focus on family needs and suggest ways in which the Federal Government can assist families without creating dependence.

Child care funds are provided through Title XX of the Social Security Act, and the WIN program which is jointly administered by HHS and the Department of Labor. WIN provides child care for Aid to Families with Dependent Children (AFDC) parents who need to work or train.

Department of Labor

The Women's Bureau sponsors the Alliance for Child Care in Federal Agencies to help develop on-site child care centers which are employee controlled and operated. In 1980 nine such centers were in operation, including one in the Department of Labor headquarters. More Federal child care centers are planned.

The Job Corps funded a project that allowed children to live with their mothers so that more women with small children could complete the Job Corps program. This successful program has been continued.

ACTION provides volunteer Foster Grandparents to work in child care centers. Ten percent of these volunteers work in day care centers, and another five percent work in Head Start programs.

Credit

The Federal Equal Credit Opportunity Act of 1974 should be vigorously, efficiently and expeditiously enforced by all the Federal agencies with enforcement responsibility.

The Federal Reserve Board should conduct a nationwide educational campaign to inform women of their rights under the law.

The Department of Housing and Urban Development

HUD undertook a $1 million program, Women and Mortgage Credit Project, to help remove barriers against full participation of women in the mortgage and home ownership market.

HUD awarded a grant to the National Council of Negro Women to prepare three pamphlets: "A Guide for Female Renter," "Housing Options for Older Women," and "Organizing Local Coalitions of Women to Work on Housing Issues."

HUD is studying sex discrimination in mortgage financing and is working on programs to address housing credit needs of displaced homemakers, the elderly, and minorities.

ACTION funded three credit cooperatives/unions through VISTA whose target communities are women. A grant was awarded to the Human Economic Corporation of Kentucky to establish a credit union for poor women of central Appalachia.

The U.S. Commission on Civil Rights evaluated the performance of all Federal agencies with regard to mortgage credit responsibilities under the Equal Credit Opportunity Act (reported in "The Federal Fair Housing Effort," April 1979).

The Comptroller of the Currency

The Comptroller of the Currency maintains two computerized systems that monitor bank compliance and detect problems about equal credit opportunity. A "Consumer Complaint" pamphlet, published by the Comptroller, assists consumers in filing a complaint under the Equal Credit Opportunity Act.

Staff in the Office of Customer and Community Programs regularly participate in banker and consumer education programs related to the Equal Credit Opportunity Act.

The Federal Deposit Insurance Corporation prepared consumer education pamphlets, including "Equal Credit Opportunity and Women."

The Department of Agriculture's Farmers Home Administration (FHA) has rewritten its rules to remove terms that would have a discriminatory impact on rural and farm women. This is particularly significant in the area of availability of credit and loans to rural women.

The Federal Home Loan Bank Board has instituted a "non-discrimination in lending program" which maintains a register of loan demands by women. The Board, in May 1978, adopted non-discrimination regulations which prohibit discrimination on the basis of race, sex, and marital status.

The Federal Trade Commission enforces the Equal Credit Opportunity Act with retailers, credit card companies, and finance companies. FTC investigations of major retailers have resulted

in consent orders in which firms agreed to change credit policies to eliminate discrimination based on sex and marital status.

The Federal Reserve Board

The Federal Reserve Board, the Federal Deposit Insurance Corporation and the Comptroller of the Currency have adjusted their examining procedures to ensure that banks and other lending institutions comply with the Equal Credit Opportunity Act of 1975.

The Federal Reserve Board and Banks' Educational Advisory Service, at the request of a member bank, sends examiners to educate the bank's personnel in consumer protection laws and regulations, and their responsibilities under the Equal Credit Opportunity Act.

The Federal Reserve System has published "The ECOA . . . And Women" (4.5 million distributed), the "Consumer Handbook" (2.5 million) and the film "To Your Credit" (shown to more than 2 million people in 1979). Many individual Federal Reserve Banks sponsor workshops for women to inform them of their credit rights.

Disabled Women

The President, Congress, and State and local governments should rigorously enforce all current legislation that affects the lives of disabled women.

The President, Congress, and Administration should expeditiously implement the recommendations of the White House Conference on Handicapped Individuals and develop comprehensive programs for that purpose.

Disabled women should have access to education, training and employment based on their needs and interests rather than on the preconceived notions of others.

The Federal government should enact legislation which will provide higher income levels so that disabled women can afford to live independently and at a decent standard of living. The disabled woman must have the right to determine for herself whether she will live in or out of an institutional setting. Funds and services should be available to make independent living a reality.

Congress should appropriate sufficient funds to ensure the development of service programs controlled by disabled people.

Disabled women should have the right to have and keep their children and have equal rights to adoption and foster care.

Congress should mandate health training and research programs focused on the health needs of the disabled.

Information developed by disabled women should be disseminated to medical professionals and women so that all women can make decisions about children based on knowledge rather than fear.

National health care legislation must provide for the unique requirements of disabled women without reference to income.

Congress should enact legislation to remove all work disincentives for all disabled individuals who wish paid employment.

The President and Congress should work closely with disabled individuals in the development of the welfare reform act and all other legislation concerning disabled persons.

Medicaid and Medicare should cover all the medical services and supplies that are needed by disabled women.

The President and Congress should encourage all States to utilize Title XX funds for the provision of attendant care and other such services for disabled women.

The President and Congress should enact legislation to include disabled women under the 1964 Civil Rights Act and afford them judicial remedy.

The President and Congress and International Women's Year must recognize the additional discrimination disabled women face when they are members of racial, ethnic and sexual minority groups and appropriate steps must be taken to protect their rights.

In the passage of the National Plan of Action, the word "woman" should be defined as including all women with disabilities. The term "bilingual" should be defined as including sign language and interpreter for the deaf. The term "barriers" against women and "access" should be defined as including architectural barriers and communication barriers.

Congress and the President should support U.S. participation in and funding for the International Year of the Handicapped as proclaimed by the United Nations for 1981.

The concept of independent living for the handicapped was incorporated into law when the 1978 amendments to the Rehabilitation Act of 1973 established Title III, Comprehensive Services for Independent Living. The goal is to make it easier for handicapped people to live independently and function within family and community, and, if appropriate, to find and keep good jobs. Grants are allocated to the States to establish and operate Independent Living Centers, 90 of which have been established.

The Department of Education, through the Vocational Education Act, establishes grants to States for improving vocational programs for persons of all ages who desire education and training for employment. States must use 10 percent of their Federal allotment to provide education services for handicapped persons.

The Department of Health and Human Services
The National Institute of Handicapped Research was established in April 1979 in response to a recommendation by the White House Conference on Handicapped Individuals. This office provides leadership and research for improving the lives of people with physical handicaps.

The National Institute of Handicapped Research disseminates scientific and technological information in the areas of preventive health services: genetic counseling and testing; pre-natal, peri-natal and post-natal care; control of environmental hazards; and detection and treatment of hidden handicaps.

The Commissioner of Rehabilitation Services has issued a grant for seed money to organize non-government organizations and agencies serving handicapped individuals to participate in the UN's International Year of Disabled Persons in 1981. Throughout 1980 each Federal department will prepare for the observance by establishing a committee to coordinate their activities to help disabled persons.

The Department of Labor has broadened eligibility for the Comprehensive Employment and Training Act (CETA) to include handicapped persons, and called for them to receive special attention.

The Department of Transportation, as of July 1979, requires accessibility in all public transportation programs funded by the Department. The rule requires recipients of Department of Transportation financial assistance to make their existing and future facilities and programs accessible to handicapped persons. If structural changes are necessary, such changes are to be made as soon as practicable, but no later than July 2, 1982.

ACTION has awarded a grant to the Southeast Alabama Rehabilitation Center, which helps handicapped persons remain in or return to their communities and live as independently as possible.

The U.S. Commission on Civil Rights recommended inclusion of handicapped persons in Title VII of the Civil Rights Act of 1964. The Commission is planning a consultation on the handicapped, which will include issues facing women such as discrimination due to double stereotyping of them as women and handicapped.

The Equal Employment Opportunity Commission handles a complaint system for Federal applicants and employees who feel they have been discriminated against because of a physical or mental disability.

The National Council on the Handicapped was established by the Rehabilitation, Comprehensive Services and Development Disabilities Amendments of 1978. Members are handicapped individuals, parents or guardians of handicapped persons, researchers, and those who provide services. The Council will develop policies for the National Institute of Handicapped Research.

Education

The President should direct the vigorous and expeditious enforcement of all laws prohibiting discrimination at all levels of education and oppose any amendments or revisions that would weaken these laws and regulations.

Enforcement should apply to elementary, primary, secondary, post-secondary, graduate, vocational and technical schools, including sports and other programs and granting of scholarships and fellowships.

Federal surveys of elementary and secondary schools should gather data needed to indicate compliance with Federal anti-discrimination laws, and these data should be collected by sex as well as race or ethnicity. The Civil Rights Commission should conduct a study to evaluate the enforcement of laws prohibiting sex discrimination in physical education and athletics, and to consider the usefulness and feasibility of per capita expenditure in physical education and athletics as a measure of equal opportunity.

Leadership programs for working women in postsecondary schools should be upgraded and expanded, and private foundations are urged to give special attention to research on women in unions.

Bilingual vocational training, educational and cultural programs should be extended and significantly expanded, with particular attention to the needs of Hispanic Americans, Native Americans, Asian Americans and other minority women.

State school systems should move against sex and race stereotyping through appropriate action, including:

- Review of books and curriculum.
- The integration into the curriculum of programs of study that restore to women their history and their achievements and give them the knowledge and methods to reinterpret their life experiences.
- Pre-service and in-service training of teachers and administrators.
- Non-sexist and non-racist counseling at every level of education, with encouragement of women to increase their range of options and choices to include both nontraditional and traditional occupations and to increase understanding of women's rights and status in various occupations.

The Department of Education

The Department of Health, Education, and Welfare issued guidelines to clarify athletic provisions of Title IX of the Education Act Amendments of 1972. Schools must make athletic scholarships available to men and women in proportion to their participation in athletic programs. The guidelines do not require that an equal amount of money be spent on women's teams and men's teams or that locker rooms, housing or coaching be identical. However, expenditures must be consistent with the interests of the student body.

In 1979, the Women's Educational Equity Act Office supported nearly 50 projects including development of models for non-sexist, early childhood education; programs to encourage women to enter scientific and technical occupations; projects for rural women, including career counseling; curricula to counteract race and sex bias; and supplementary material for American history and literature curricula.

Strong regulations have been issued to put into action in 1976 amendments to the Vocational Education Act. Each State must employ a full-time coordinator to ensure that sex bias, stereotyping and discrimination are eliminated from all vocational programs.

$335,000 was awarded to the China Institute in America to train unemployed or severely under-employed Chinese for professional careers as chefs. In 1979 and 1980, the Institute trained 48 individuals, 10 of whom were women, in a field where women have traditionally been excluded.

The Graduate and Professional Opportunities Program attracts women and minorities to fields traditionally dominated by white males. In FY 1980, women won 58 percent of the total of 860 fellowships that were awarded.

In 1979, the Fund for the Improvement of Postsecondary Education (FIPSE) awarded 33 grants totalling $1.9 million to projects that address the needs of women.

The Department of Housing and Urban Development presented a workshop for the Women's School of Planning and Architecture on HUD programs, contracting and procurement.

The Department of Labor under the CETA amendments, makes funds for education and training available to displaced homemakers. In 1980, the Employment and Training Administration awarded $5 million for such programs. The Women's Bureau serves as a clearinghouse on post-secondary opportunities for re-entry women.

The National Foundation on the Arts and Humanities

The NFAH funded the American Historical Association to conduct four regional summer institutes for secondary school teachers. They will (1) train 200 teachers capable of integrating women's history into high school curricula; (2) rejuvenate history teaching by exposing participants to new historical scholarship and methods; and (3) revise curricula in women's history.

The Girl Scout Council of St. Croix Valley, St. Paul, Minnesota, was sponsored by NFAH to develop a guidebook of historic sites in the St. Croix Valley region, stressing the lifestyle of women who lived and worked there. Scouts will use the guidebook as the basis for earning a new badge, Women's Heritage Badge.

The National Science Foundation sponsors programs directed to its staff on the history and cultures of women.

Elective and Appointive Office

The President, Governors, political parties, women's organizations and foundations should join in an effort to increase the number of women in office, including judgeships and policy-making positions, and women should seek elective and appointive office in larger numbers than at present on the Federal, State and local level.

The President and, where applicable, Governors should significantly increase the numbers of women appointed as judges, particularly to appellate courts and supreme courts.

Governors should set as a goal for 1980 a significant increase and, by 1985, equal membership of men and women serving on all State boards and commissions. Concerted efforts should be directed toward appointing women to the majority of State boards and commissions which have no women members.

Political parties should encourage and recruit women to run for office and adopt written plans to assure equal representation of women in all party activities, from the precinct to the national level, with special emphasis on equal representation on the delegations to all party conventions.

The national parties should create affirmative action offices for women. Women's caucuses and other women's organizations within the party should participate in the selection of its personnel and in the design of its program, which should include greatly improved financial assistance for female delegates and candidates.

The President has appointed:
41 women Federal judges; 3 women Cabinet Secretaries; 3 female Under Secretaries; 26 female Assistant Secretaries; 17 women ambassadors; 5 women to head agencies and Commissions.

The Office of Personnel Management states that women and minorities in the Federal Government are increasing at twice the rate of all other groups. Of all appointments of women in this administration, 6 percent are Hispanic, 12 percent are Black, 1 percent are Asian/Pacific, and 3 percent are American Indian.

The Department of Housing and Urban Development
The Women's Policy and Programs Staff was established in 1977. Its purpose is to review new and proposed policies of HUD programs and to work with policymakers to modify procedures which adversely affect women. They serve as advocates for women consumers and for women's needs and views about housing and community developments.

A $440,000 program was undertaken, through a grant to the Institute for Women and Politics at Rutgers University, to increase the numbers and effectiveness of women in public service. The Institute has developed a computerized list of women public officials and completed a survey of women elected officials and women and men in urban management positions. The Center developed a detailed picture of women in public service and a valuable analysis of barriers to upward mobility.

The U.S. Commission on Civil Rights and its Advisory Committee monitor political participation of women, including elective and appointive offices. The Commission also monitors sex discrimination in political participation, Prseidential appointments, and legaslative offices.

The White House Fellowship Program, established in 1964 to provide outstanding Americans with first-hand experience in the workings of the Federal Government, in 1980 has 8, out of a total of 17, female White House Fellows.

Employment

The President and Congress should support a policy of full employment so that all women who are able and willing to work may do so.

The President should direct the vigorous and expeditious enforcement of all laws, executive orders and regulations prohibiting discrimination in employment, including discrimination in apprenticeship and construction.

The Equal Employment Opportunity Commission should receive the necessary funding and staff to process complaints and to carry out its duties speedily and effectively.

All enforcement agencies should follow the guidelines of the EEOC, which should be expanded to cover discrimination in job evaluation systems. These systems should be examined with the aim of eliminating biases that attach a low wage rate to "traditional" women's jobs. Federal legislation to provide equal pay for work of equal value should be enacted.

Congress should repeal the last sentence of Sec. 703(h) of Title VII, Civil Rights Act (1964) which limits enforcement of that law by incorporating the more restrictive standards of the Equal Pay Act.

The President should require all Federal agencies—the largest single employer of women in the nation—to establish goals and timetables which require equitable representation of women at all management levels, and appropriate sanctions should be levied against heads of agencies that fail to demonstrate "good faith" effort in achieving these goals and timetables.

The Civil Service Commission should require all Federal agencies to establish developmental and other programs in consonance with upward mobility and merit promotion principles to facilitate the movement of women from clerical to technical and professional series, and make all Federal women employees in Grades (GS) 11 through 15 eligible for managerial positions.

Agencies and organizations responsible for apprenticeship programs should be required to establish affirmative action goals and timetables for women of all racial and ethnic origins to enter into "non-traditional" training programs.

Federal laws prohibiting discrimination in employment should be extended to include the legislative branch of the Federal government.

In addition to the Federal government, State and local governments, public and private institutions, business, industry and unions should be encouraged to develop training programs for the employment and promotion of women in policy-level positions and professional, managerial and technical jobs.

Special attention should be given to the employment needs of minority women, especially Blacks, Hispanics, Asian Americans and Native Americans, including their placement in managerial, professional, technical and white collar jobs. English-language training and employment programs should be developed to meet the needs of working women whose primary language is not English.

The Congress should amend the Veteran's Preference Act of 1944 (58 Stat. 387, Chapter 287, Title V, US Code) so that veteran's preference is used on a one-time-only basis for

initial employment and within a three-year period after discharge from military service, except for disabled veterans. It should modify the "rule of three" so that equally or better qualified non-veterans should not be unduly discriminated against in hiring.

Title VII of the 1964 Civil Rights Act should be amended to prohibit discrimination on the basis of pregnancy, childbirth or related medical conditions.

The President should take into account in appointments to the National Labor Relations Board and in seeking amendments to the National Labor Relations Act of 1936 the obstacles confronting women who seek to organize in traditionally nonunionized employment sections.

Unions and management should review the impact on women of all their practices and correct injustices to women.

Enforcement of the Fair Labor Standards Act and the Social Security Act as they apply to household workers and enforcement of the minimum wage should be improved.

Federal and State governments should promote flexitime jobs, and pro-rated benefits should be provided for part-time workers.

All statistics collected by the Federal government should be gathered and analyzed so that information concerning the impact of Federal programs on women and the participation of women in the administration of Federal programs can be assessed.

In 1978, legislation was passed that prohibits discrimination in employment on the basis of pregnancy, childbirth and related medical conditions. It specifies that such discrimination clearly constitutes unlawful sex discrimination under Title VII of the Civil Rights Act of 1964, as amended. Employers who have medical disability plans must provide disability pay for pregnancy and related conditions on an equal basis with other medical conditions.

Legislation is now before Congress that would provide a special tax deduction to reduce the "marriage penalty"—extra taxes paid by two-earner married couples beyond what they would have paid as two single individuals.

Department of Defense

In 1977, women were six percent of the enlisted personnel in the armed forces. By 1983, women will comprise 11 percent of the military, and 13 percent by 1985. Hundreds of women are going into nontraditional fields such as aviation mechanics, electronics, and construction.

Department of Labor

The Comprehensive Employment and Training Act (CETA) amendments of 1978 help displaced homemakers, single parents, welfare recipients, and other economically disadvantaged groups get employment training.

The Women's Bureau monitors the concerns of women in the labor force. Its major objective is to improve the economic status of all women by participating in the development of programs that affect women's employment. The Bureau has a list of publications that highlight women in nontraditional employment, and coordinates training and monitoring to achieve apprenticeship and construction employment goals for women. It also conducts conferences to highlight non-sexist career options.

New youth employment programs are being implemented to assure employment opportunities for young people, particularly disadvantaged minorities. Almost half of unemployed youths are women.

Equal Employment Opportunity Commission

The EEOC has issued guidelines that declare sexual harassment to be illegal, and hold employers

responsible for the actions of supervisors and the behavior of others when the employer or supervisor is aware of it.

EEOC held hearings during 1980 on the area of wage discrimination and job segregation to determine whether wages for historically segregated jobs have been lower because those jobs were held by minorities and women.

Office of Personnel Management

Between December 1976 and December 1979, Federal employment declined, but the number of women in Federal Government jobs increased by more than 66,000.

Before the Civil Service Reform Act of 1978, women comprised about 4 percent of all GS 16-18 executive-level employees. In the new Senior Executive Service, women represent about 6 percent of all executive-level positions. In mid-level Government jobs, women showed a gain of 16 percent between November 1977 and 1979. Now three of every ten employees in these grades are women.

The Federal Equal Opportunity Recruitment Program (FEORP) creates statistical standards against which to measure Federal performance in recruiting women and minorities. FEORP is increasing representation of women and minorities in the selection pools for Federal jobs.

In evaluating applicants for Federal employment, the government now recognizes the value of unpaid work in the home and volunteer service. Such experience, if it is relevant to the position being sought, is now creditable under Federal examinations.

Many Federal agencies now have part-time, flexible and compressed work schedules, which make it easier for many women with multiple responsibilities to look for Federal employment.

Federal agencies and departments throughout the country have Federal Women's Program Managers. The 10,000 FWP Managers improve the employment and advancement opportunities of Federal women employees.

Equal Rights Amendment

The Equal Rights Amendment should be ratified.

The 95th Congress extended the deadline for ratification of the Equal Rights Amendment to June 30, 1982. Thirty-five of the necessary 38 States have ratified. These States have not ratified the ERA: Alabama, Arizona, Arkansas, Florida, Georgia, Illinois, Louisiana, Mississippi, Missouri, Nevada, North Carolina, Oklahoma, South Carolina, Utah, and Virginia.

Other Federal initiatives in the area of ERA are in Chapter II.

Health

Federal legislation should establish a national health security program. Present Federal employees' health insurance policies and any future national health security program should cover women as individuals.

Health insurance benefits should include:

- Preventive health service.
- Comprehensive family planning services.
- Reproductive health care.
- General medical care.
- Home and health support services.
- Comprehensive mental health services.

States should license and recognize qualified midwives and nurse practitioners as independent health specialists and State and Federal laws should require health insurance providers to directly reimburse these health specialists.

States should enact a patient's bill of rights which includes enforceable provisions for informed consent and access to and patient ownership of medical records.

Federal legislation should be enacted to expand the authority of the Food and Drug Administration to:

- Require testing of all drugs, devices and cosmetics by independent sources other than the manufacturers.
- Extend test periods beyond the present grossly inadequate one year or 18 months.
- Have immediate recall of hazardous, unsafe or ineffective drugs, devices and cosmetics.
- Require a patient information package insert with every drug and device marketed. This insert should include warnings about possible risks.
- Require by law the reporting of significant adverse reactions noted by physicians or by the manufacturers of drugs, devices and cosmetics.

Congress should appropriate funds for increased research on safe, alternative forms of contraception, particularly male contraception. Research to identify the risks of present forms of contraception and estrogen-based drugs should be given higher priority. Outreach programs should be established by the Department of Health and Human Services to identify and provide services for victims of hazardous drug therapy.

The Department of Health and Human Services should provide additional funds for alcohol and drug abuse research and treatment centers designed to meet the special needs of women.

Federal and State governments should encourage fair representation of women on all Federal, State and private health policy and planning bodies.

Congress should appropriate funds to establish and support a network of community-based health facilities to offer low cost, reproductive health services.

The President should appoint a special commission to conduct a national investigation of conditions in nursing homes and mental institutions and propose standards of care.

Congress should appropriate funds to encourage more women to enter the health professions and Congress should allocate funds only to those health professions schools whose curricula are clearly non-sexist.

The Secretary of Health and Human Services should undertake a special investigation of the increase in surgical procedures such as hysterectomy, Caesarean section, mastectomy and forced sterilization.

The Department of Agriculture operates the Women, Infants and Children (WIC) feeding program, which, after evaluating the health of each mother and child in the program provides foods high in vitamins and protein—fruit juice, fortified cereal and milk, for example.

The Department of Health and Human Services

- A new Adolescent Pregnancy Prevention and Services project helps pregnant adolescents and adolescent parents receive adequate medical, social and educational services, including family planning to help them lead productive lives.
- In FY 1979 funding for the community Health Center Program was substantially increased from $279 million in FY 1979 to $339 million in FY 1980. The program emphasizes primary health care services with particular attention to family planning.
- A recent amendment to Title X of the Public Health Services Act extends family planning research funds for three years. It establishes a committee to review educational materials on family planning.
- The Department of Health and Human Services published regulations governing the use of Federal funds for sterilizations. The regulations allow the use of Federal funds for sterilization only if the individual has given informed, written consent at least 30 days prior to the date of sterilization.
- **The National Institute on Alcohol Abuse and Alcoholism** has stepped-up research on treatment and prevention for alcoholic women. NIAAA is also studying the fetal alcohol syndrome, a birth defect known to strike children of alcoholic women.
- NIAAA is funding projects which estimate the prevalence of alcohol abuse among women; gain insight into the relationship between alcohol consumption, hormone levels and mood changes; research the effects of acute doses of alcohol in non-alcoholic women; look at how wives of alcoholic men cope with the situation; and investigate alcohol use patterns among women of childbearing age, and the effect on the development and rearing of children.
- NIAAA is funding 40 treatment centers for women. This is more than double the number of programs in 1976. The percentage of women being served by about 450 NIAAA-funded centers that treat women and men has increased from about 17 percent to nearly 22 percent.

The Department of the Treasury and the Department of Health and Human Services will soon issue a joint report to the President and Congress which reviews the extent of birth defects and other health hazards associated with alcohol. The report will also suggest ways to inform the public of these risks.

The Commission on Mental Health has recommended improved programs for the prevention and treatment of mental illness. Many of the Commission's recommendations are embodied in the Mental Health Reform Act that was recently signed into law. Provisions of the legislation include establishing Federal-State-local mental health systems and creating a national priority to care for and support the chronically mentally ill in the community. Title VI of the legislation deals with rape prevention and control and creates an advisory committee to study the causes of rape and provides grants for centers which serve rape victims.

The White House Office of Consumer Affairs worked with the Federal Food and Drug Administration to propose comprehensive patient labeling for drugs.

Homemakers

The Federal Government and State legislatures should base their laws relating to marital property, inheritance, and domestic relations on the principle that marriage is a partnership in which the contribution of each spouse is of equal importance and value.

The President and Congress should support a practical plan of covering homemakers in their own right under social security and facilitate its enactment.

Alimony, child support, and property arrangements at divorce should be such that minor children's needs are first to be met and spouses share the economic dislocation of divorce. As a minimum every State should enact the economic provisions of the Uniform Marriage and Divorce Act proposed by the Commissioners on Uniform State Laws and endorsed by the American Bar Association. Loss of pension rights because of divorce should be considered in property divisions. More effective methods for collection of support should be adopted.

The Census Bureau should collect data on the economic arrangements at divorce and their enforcement, with a large enough sample to analyze the data by State.

The Federal and State Governments should help homemakers displaced by widowhood, divorce, or desertion to become self-sufficient members of society through programs providing counseling, training and placement and counseling on business opportunities; advice on financial management; and legal advice.

Department of Education

The Fund for the Improvement of Post-Secondary Education is funding 11 projects which provide education, career planning, and counseling to women returning to school after several years' absence.

The Women's Educational Equity Act Office has funded a dozen projects since 1978 to assist in the re-entry of adult women into education and employment.

The Bureau of Occupational and Adult Education funds training of displaced homemakers in vocational education.

HHS and the Bureau of the Census developed a supplement to the Current Population Survey on alimony and child support. Together with the detailed income data that were gathered in March 1980 by the Bureau of the Census, this provided the first national figures on regularity of scheduled payments and dependability of amounts of court-ordered awards.

Department of Health and Human Services

The Social Security Act Amendments of 1977 reduced from 20 to 10 the number of years of marriage necessary for a divorced woman to be eligible for Social Security benefits based on her former husband's earnings.

The Social Security Administration established a panel to explore the inequities women face in social security and to develop proposals for creating equity in social security benefits. In 1979, a report was presented to the Congress suggesting ways of increasing the responsiveness of the Social Security system to the changing needs of men and women. Two options were presented to reduce discrimination in determining Social Security benefits. The Congress has not yet acted.

The Child Support Enforcement (CSE) program locates runaway parents, establishes paternity (if necessary), and helps parents obtain child support.

The Office of Child Support Enforcement provides the Federal Parent Locator Service to locate parents who have left their home State; certifies interstate child support cases to U.S. district courts for enforcement when necessary; and certifies court-ordered AFDC child support cases that are delinquent to the Internal Revenue Service for collecting.

In FY 1979, the **Office of Child Support Enforcement** and the States established Project Responsibility, which accelerates collection of child support. Collections increased by 27 percent.

In 1980, **The Office of the Assistant Secretary for Planning and Evaluation** developed a demographic profile of displaced homemakers.

The Department of Housing and Urban Development is conducting research on the changing nature of the American family and its effects on the status of the homemaker.

The Department of Labor

The Comprehensive Employment and Training Act (CETA) has targeted displaced homemakers for training and employment.

In FY 1980, the Department of Labor set aside $5 million for displaced homemaker projects, including: Women's Enterprises of Boston, Inc. for training and placement of about 100 minority women and women over 40 into technical areas such as drafting and electronics; Boston YWCA for training of minorities and women over 40 in energy-related fields, health centers, office management and information processing; Marine Job Training, Inc., for training as business technicians/office managers to 30 participants in Washington, DC: Focus on Children, Inc. to train 55 rural Arkansas displaced homemakers in a teacher aide program; YWCA of Oklahoma City, to enroll 168 rural residents over 40 for classroom training plus on-the-job training, work experience at the YWCA, or leadership development through YWCA committee work; and West Virginia Labor Federation, AFL-CIO Services, Inc. to train 30 minority and rural residents in basic building and construction trade skills or industrial maintenance, followed by placement in apprenticeships or with private industry.

ACTION

ACTION funded the First National Displaced Homemakers Conference in October 1978. This was the first time that organizations working with displaced homemakers had the opportunity to share their information on a national basis.

ACTION funds the Women's Resource and Advocacy Center in Baltimore, which helps displaced homemakers improve skills and confidence so they can obtain jobs.

The Community Services Administration is replicating a regional program that was established with CSA funds. The regional project assists displaced homemakers by operating an information clearinghouse listing groups and individuals that provide services.

The U.S. Commission on Civil Rights maintains sex discrimination files on homemakers, displaced homemakers, and household workers.

Insurance

State legislatures and State insurance commissioners should adopt the Model Regulation to Eliminate Unfair Sex Discrimination of the National Association of Insurance Commissioners. The Regulation should be amended and adopted to include prohibition of the following practices:

- Denial of coverage for pregnancy and pregnancy-related expenses for all comprehensive medical/hospital care.
- Denial of group disability coverage for normal pregnancy and complications of pregnancy.
- Denial of health insurance coverage to newborns from birth.
- Requiring dependents who convert from spouses' contracts to their own to pay increased premiums for the same coverage or be forced to insure for lower coverage.
- Denial of coverage to women with children born out of wedlock and denying eligibility of benefits to such children.
- Using sex-based actuarial mortality tables in rate and benefit computation.

Amendments to the Civil Rights Act of 1964 were signed into law that protect working women from occupational discrimination based on pregnancy. This law includes a requirement for employers who have medical disability plans to provide disability pay for pregnancy on an equal basis with other medical conditions.

The Department of the Treasury

The Internal Revenue Service is taking steps to remove unequal tax treatment for older women receiving retirement annuities—the "exclusion ratio" to determine what portion of a retired person's income is tax exempt. In the past, because a woman's life expectancy is longer than a man's, the exclusion ratio has been smaller in the past, meaning more of her annual income is taxed.

The Internal Revenue Service, at the suggestion of the Treasury Department, is studying an amendment to its regulations that would provide tables for life expectancy that do not differentiate on the basis of sex.

The Supreme Court has issued a decision (City of Los Angeles v. Manhart) which states "Practices that classify employees in terms of religion, race or sex tend to preserve traditional assumptions about groups rather than thoughtful scrutiny of individuals." The Court said, in effect, that it is unfair to the individual woman who may live fewer years than a particular man to charge her more for the same pension benefits. Since this decision, private pension plans are moving away from the use of sex-based mortality tables.

International Affairs

Women and Foreign Policy

The President and the Executive Agencies of the government dealing with foreign affairs (Departments of State and Defense, USIA, AID and others) should see to it that many more women, of all racial and ethnic backgrounds, participate in the formulation and execution of all aspects of United States foreign policy. Efforts should be intensified to appoint more women as Ambassadors and to all U.S. Delegations to international conferences and missions to the United Nations. Women in citizen voluntary organizations concerned with international affairs should be consulted more in the formulation of policy and procedures.

The foreign affairs agencies should increase with all possible speed the number of women at all grade levels within the agencies, and a special assistant to the Secretary of State should be appointed to coordinate a program to increase women's participation in foreign policy and to assume responsibility for U.S. participation in and the funding of the UN Decade for Women. All concerned agencies of the Executive Branch should strive to appoint women on an equal basis with men to represent the U.S. on all executive boards and governing bodies of international organizations and on the UN functional commissions. A permanent committee composed of government officials and private members, the majority of them women, should be appointed to advise the State Department on the selection of women candidates for positions on U.S. delegations, on governing bodies of international agencies, and in the UN system.

UN Commission on the Status of Women

The U.S. Government should work actively for the retention and adequate funding of the UN Commission on the Status of Women, and it should recommend that the Commission meet annually rather than biennially.

Women in Development

The U.S. Agency for International Development and similar assistance agencies should give high priority to the implementation of existing U.S. legislation and policies designed to promote the integration of women into the development plans for their respective countries. They should also continue to study the impact on women in the developing world of U.S. government aid and commercial development programs over which government has any regulatory powers. These agencies should actively promote

the involvement of these women in determining their own needs and priorities in programs intended for their benefit.

Human Rights Treaties and International Conventions on Women

In pressing for respect for human rights, the President and the Congress should note the special situation of women victims of oppression, political imprisonment and torture. They should also intensify efforts for ratification and compliance with international human rights treaties and conventions to which the United States is signatory, specifically including those on women's rights.

Peace and Disarmament

The President and the Congress should intensify efforts to:

- Build, in cooperation with other nations, an international framework within which serious disarmament negotiations can occur.
- Reduce military spending and foreign military sales, convert excessive weapons manufacturing capacity to production for meeting human needs.
- Support peace education in schools and advanced study in the fields of conflict resolution and peace keeping.

To this end the United States should take the lead in urging all nuclear powers to start phasing out their nuclear arsenals rather than escalating weapons development and deployment, and should develop initiatives to advance the cause of world peace.

International Education and Communication

Government agencies, media, schools, and citizen organizations should be encouraged to promote programs of international education and communication emphasizing women's present and potential contribution, particularly in developing countries, to economic and social well-being. Improved methods should be devised for collection and dissemination of this needed information in order to make adequate data available to policy makers and the public.

International Women's Decade

The U.S. should give vigorous support to the goals of the UN Decade for Women, Equality, Development and Peace, in the General Assembly and other international meetings; should give financial support to Decade activities and should participate fully in the 1980 mid-Decade World Conference to review progress toward targets set in the World Plan of Action adopted unanimously by the World Conference of International Women's Year, 1975.

Presidential appointments of women in jobs in the international arena are at an all-time high: 17 women serve as ambassadors to foreign countries; the first woman Under Secretary of State, and three Assistant Secretaries of State are now serving; twenty Peace Corps directors in 61 countries are female; and five women have been appointed mission director or deputy mission director at the Agency for International Development. Eleven of 23 members of the Presidential Advisory Board on Ambassadorial Appointments are women, and the participation of women as public members of Foreign Service Boards has also increased, from two out of six members in 1978, to four out of six in 1979. Women are members of U.S. delegations to the various arms control negotiations, and members of the General Advisory Committee on Arms Control and Disarmament.

The **Department of Agriculture's Foreign Agricultural Service** has appointed six women as assistant agricultural attaches. During 1979, for the first time, two of them were appointed as U.S. Agricultural Attaches, one in Dublin and one in Rome. A woman also served as a delegate to the UN Conference on Agrarian Reform in Rome.

The Department of Labor

Within the **Bureau of International Labor Affairs** (ILAB) 64 of the 252 (25 percent) professional employees are women.

The ILAB's Development Cooperation Group helps carry out AID-funded technical assistance projects in developing countries. Three women have undertaken assignments in connection with the DOL-AID technical assistance program during 1979.

The Department's involvement in the Activities of the Inter-American Vocational Training Centre (CINTERFOR) has grown considerably in 1980. CINTERFOR is located in Montevideo, Uruguay. The ILAB of the Department of Labor sends a representative to the Annual Technical Review Meeting every year and is sponsoring the meeting for April 1981.

The Department of State

Recruitment of women for State Department professional positions has expanded on college campuses and at conferences of minority and women's organizations.

Several rules have been dropped which made it difficult for women to become experienced foreign service officers. The State Department now makes an effort to accommodate married couples, and tries to place them in the same place. About five percent of the total foreign service personnel falls into this category. About 10 percent of the total foreign service corps is female.

Because women are underrepresented in mid-level jobs, the Department has a program to encourage their entry. Women who are at least 32 years old and have at least nine years experience/education can apply directly anytime during the year.

The Department directed all United States foreign posts to seek more appropriate diplomatic ways of encouraging host countries to be more attentive to the problems and rights of women. In a cable to U.S. diplomats, the Department emphasized that a key objective of American foreign policy is to advance the status of women around the world.

A secretariat at the Department coordinated arrangements for the Mid-Decade Conference for Women in Copenhagen, and solicited input from American women. (See p. 10 for detailed information.)

The Office of Women in Development at the Agency for International Development has been strengthened to assure that poor women in developing countries benefit from our foreign aid. Projects help women in education, agriculture, and employment.

ACTION, through the Peace Corps, established a Woman In Development (WID) committee that looks at how placement of volunteers can better serve host country women.

The U.S. Commission on Civil Rights has contributed to U.S. policy statements regarding U.S. implementation of domestic civil and women's rights: *Statement on U.S. Implementation of the Helsinki Final Act* and the *U.S. National Report for the High Level Conference on the Employment of Women.* The Commission maintains and monitors files on sex discrimination for the International Women's Decade.

Media

The media should employ women in all job categories and especially in policy-making positions. They should adopt and distribute the IWY media guidelines throughout their respective industries. They should make affirmative efforts to expand the portrayal of women to include a variety of roles and to represent accurately the numbers and lifestyles of women in society. Training opportunities should be expanded so that more women can move into all jobs in the communications industries, particularly into technical jobs.

Appropriate Federal and State agencies, including the Federal Communications Commission, U.S. Commission on Civil Rights, Department of Health and Human Services, Department of Justice, and State civil rights commissions should vigorously enforce laws which prohibit employment discrimination against women working in the mass media. These agencies should continue studying the impact of the mass media on sex discrimination and sex-role stereotyping in American society.

Special consideration should be given to media which are publicly funded or established through acts of Congress. Particularly, public broadcasting should assume a special responsibility to integrate women in employment and programming.

Women's groups and advocacy groups should continue to develop programs to monitor the mass media and take appropriate action to improve the image and employment of women in the communications industries. They should join the campaign to de-emphasize the exploitation of female bodies and the use of violence against women in the mass media.

The Department of Commerce

The National Telecommunications and Information Administration (NTIA) of the Department of Commerce plans to implement the "special consideration" clause of the Public Telecommunications and Financing Act, which includes establishment of a National Advisory Committee on Women and Minorities to advise NTIA.

In July 1980, NTIA sponsored a White House Conference on minority telecommunications development. It brought together several owners of minority-owned broadcasting stations with 50 other minority women—some with license applications pending, others with their names on buyers lists—to discuss ways to increase ownership and control of broadcasting outlets by women and minorities.

Under the Public Telecommunications and Financing Act of 1978, predominantly women-owned/operated organizations may receive "special consideration" for Public Telecommunications Facilities Program construction and planning grants. This helped minorities and women in gaining 67 of the 148 grants awarded.

The Department of Education

The Department has provided documentation for educational films and television programs which deal with sex-role stereotyping, nontraditional roles, aspects of the law which particularly affect women, career counseling for women, and parental support of daughters' educational and career choices.

The Women's Educational Equity Act office, within the Department of Education, has funded grants for several television and film programs that address the issues of Title IX compliance, racial/ethnic minority women, disabled women, influences of education on policy and administration, and persistent barriers to equity for women.

The Department prepared packets for the television industry to sensitize the public to important psychological issues that emerge from sex-role stereotyping in television; and a handbook for public television producers to encourage them to eliminate sex-role stereotyping in children's programs.

The Department of Health and Human Services, through the National Institute of Mental Health, has funded seven research projects investigating the impact of the mass media on sex role beliefs, stereotypes and behavior.

The Federal Communications Commission has a program to foster movement of minorities (and minority women) into ranks of broadcast station ownership and is currently doing a study of women station managers and owners to determine if the FCC should also foster the movement of women into the ranks of station ownership. Through structural regulations, such as EEO regulations, the FCC can implement sanctions against non-complying stations, the ultimate sanction being the non-renewal of a broadcaster's license.

The Corporation for Public Broadcasting

CPB has a new project to increase employment of women and represent them fairly in programming. The staff is consulting with public radio and television stations and industry representatives, and developing information, research and affirmative action guidelines for personnel officers, station managers, program managers and industry women.

The Corporation for Public Broadcasting is creating workshops for women to strengthen programming, engineering, and financial management skills as they relate to the public telecommunications industry.

CPB plans an affirmative action conference for women and minorities in the public broadcasting industry. The Corporation's affirmative action program includes workshops for station managers, personnel officers, equal employment opportunity officers and industry women to help them develop an ongoing career development plan.

Minority Women

Minority women share with all women the experience of sexism as a barrier to their full rights of citizenship. Every recommendation of this National Plan of Action shall be understood as applying equally and fully to minority women.

But institutionalized bias based on race, language, culture and/or ethnic origin or governance of territories or localities has led to the additional oppression and exclusion of minority women and to the conditions of poverty from which they disproportionately suffer.

Therefore, every level of government action should recognize and remedy this double discrimination and ensure the right of each individual to self-determination.

Legislation, the enforcement of existing laws and all levels of government action should be directed especially toward such problem areas as involuntary sterilization; monolingual education and services; high infant and maternal mortality rates; bias toward minority women's children; confinement to low level jobs; confinement to poor, ghettoized housing; culturally biased educational, psychological and employment testing (for instance, civil service); failure to enforce affirmative action and special admission programs; combined sex and race bias in insurance; and failure to gather statistical data based on both sex and race so that the needs and conditions of minority women may be accurately understood.

Minority women also suffer from government failure to recognize and remedy problems of our racial and cultural groups. For instance:

American Indian and Alaska Native Women

American Indian/Alaska Native women have a relationship to Earth Mother and the Great Spirit as well as a heritage based on the sovereignty of Indian peoples. The Federal government should guarantee tribal rights, tribal sovereignty, honor existing treaties and Congressional acts, protect hunting, fishing, and whaling rights, protect trust status, and permanently remove the threat of termination.

Congress should extend the Indian Education Act of 1972, maintain base funding of education instead of replacing it with supplemental funding, provide adequate care through the Indian Health Service, forbid the systematic removal of children from their families and communities, and assure full participation in all Federally-funded programs.

Asian/Pacific American Women

Asian/Pacific American women are wrongly thought to be part of a "model minority" with few problems. This obscures their vulnerability due to language and culture barriers, sweatshop work conditions with high health hazards, the particular problems of wives of U.S. servicemen, lack of access to accreditation and licensing because of immigrant status, and to many Federally-funded services.

Hispanic Women

Deportation of mothers of American-born children must be stopped and legislation enacted for parents to remain with their children; citizenship provisions should be facilitated.

Legislation should be enacted to provide migrant farm working women with the Federal minimum wage rate, collective bargaining rights, adequate housing, and bilingual-bicultural social services delivery.

Classification of existing Hispanic American media as "Foreign Press" must be stopped to ensure equal access to major national events.

Additionally, the Federal Communications Commission must provide equal opportunity to Hispanic people for acquisition of media facilities (radio and television), for training and hiring in order to provide Spanish-language programming to this major group.

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Puerto Rican Women
Puerto Rican women emphasize that they are citizens of the United States and wish to be recognized and treated as equals.

Black Women
The President and Congress should provide for full quality education, including special admission programs, and for the full implementation and enforcement at all levels of education.

The President and Congress should immediately address the crisis of unemployment which impacts the Black community and results in Black teenage women having the highest rate of unemployment.

The Congress should establish a national program for the placement of "children in need of parents," preferably in a family environment, when the status of said children is affected by reason of racial or ethnic origin.

The President and Congress should assure Federally assisted housing to meet the critical need of Black women, especially of low and moderate income, should direct the vigorous enforcement of all fair housing laws, and provide the allocation of resources necessary to accomplish this housing goal.

The President, Congress and all Federal agencies should utilize fully in all deliberations and planning processes, the Black Women's Plan of Action which clearly reflects and delineates other major concerns of Black women.

Department of Health and Human Services

The Women's Educational Equity Act office awarded a grant of $61,000 for the first National Hispanic Feminist Conference, held in March 1980 in San Jose, California. The Conference helped in the development of a national network among Hispanic women and in forming an agenda for Hispanic women in the 1980's.

The Office of Asian American Affairs has developed and published bilingual materials about the needs of Asian women.

The Indian Health Service assisted in coordinating a training seminar for Indian women in the northwest.

Department of Housing and Urban Development

The Office of Fair Housing and Equal Opportunities is studying the impact of Federally-assisted housing programs on minority households headed by women.

The Women's Policy and Programs staff sponsored a workshop on HUD's programs for the National Council of Negro Women.

Department of Justice

The Department has established an internal Black affairs program to bring more Blacks into the Federal work force and provide them with career and upward mobility opportunities.

Department of Labor

The Women's Bureau has funded projects to improve job opportunities for minority women (Blacks in New York City; Hispanics in San Antonio; American Indians in Little Rock and Portland; and Asian Americans in five major cities).

The Women's Bureau and the Inter-Agency Committee on American Indian Women co-sponsored a series of conferences to discuss the Indian Preference Act and equal employment opportunity needs of Indian women.

The Women's Bureau sponsored consultations in five cities on the employment trends and needs of Asian/Pacific women.

The Work Incentive Program is funding programs to provide parenting skills, continuing education and employment to teenage mothers. Two projects serving Black mothers are at work in Boston and Providence. A project to generate higher paying jobs for Black women is underway in St. Louis, and another one is improving the entry level wages of minority women in Orange County, California.

The Emplyoment and Training Administration has planned projects to deal with the problems of Black teenage women. A program for young mothers will focus on new approaches in dealing with their employment problems.

Office of Personnel Management

The Hispanic Employment Program in Federal agencies brings more Hispanics into the Federal work force and provides them with career and upward mobility opportunities.

ACTION

Two VISTA grants are funding a cooperative venture for Black women in South Carolina and a regional technical assistance center for domestic violence (one of ten such centers) in Boston, Mass.

A VISTA grant was awarded to a Hispanic group in Puerto Rico to train women in craft and marketing skills, to enable them to open a farmer's market.

Community Services Administration

A $28,000 grant was awarded to the National Council of Negro Women to identify qualified Black women in the poorest rural counties of Mississippi. Once identified, Department of Labor funds were to be made available to train them and to get economic development funds to begin small businesses.

A $200,000 project was created in Bayamon, Puerto Rico, to create small economic development activities. The project matched funds from HUD and the Economic Development Administration of the Department of Commerce to enable unemployed and underemployed people to become self-sufficient. The project serves as a model for low-income women and demonstrates the effectiveness of women-owned workplaces.

A $200,000 grant was given to assist low-income Hispanic women in San Antonio, Texas. The project provides money for training in areas of self-sufficiency, displaced homemakers, teenage careers, day care and economic development. CSA funds will be matched with Department of Labor funds to replicate this project in three additional cities.

Additional relevant initiatives appear under other sections.

Offenders

States should review and reform their sentencing laws and their practices to eliminate discrimination that affects the treatment of women in penal facilities. Particular attention should be paid to the needs of poor and minority women.

States should reform their practices, where needed, to provide legal counseling and referral services; improved health services emphasizing dignity in treatment for women in institutions; and protection of women prisoners from sexual abuse by male and female inmates and by correctional personnel.

Corrections Boards must provide improved educational and vocational training in a non-stereotyped range of skills that pay enough for an ex-offender to support her family.

Law enforcement agencies, courts, and correctional programs must give special attention to the needs of children with mothers under arrest, on trial, or in prison.

States must increase efforts to divert women offenders to community-based treatment facilities such as residential and non-residential halfway houses, work releases, or group homes as close to the offender's family as possible.

Disparities in the treatment of male and female juvenile offenders must be eliminated; status offenses must be removed from jurisdiction of juvenile courts; and States are urged to establish more youth bureaus, crisis centers and diversion agencies to receive female juveniles detained for promiscuous conduct, for running away, or because of family or school problems.

The Department of Education and **The Community Services Administration** have given $150,000 to Women, Inc., Roxbury, Mass., to establish a model rehabilitation center for women ex-drug and alcohol offenders. The program provides housing and shelter for women and their children, and assists the women in developing a strong self-concept and life-planning skills. Also included are training, job placement and intensive followup.

The Department of Labor

The Women's Bureau and the **Bureau of Apprenticeship and Training,** along with the **Federal Prison System** have developed apprenticeships for nontraditional jobs in the four Federal prisons that house women. The Women's Bureau developed a "how-to" guide to expand the apprenticeship program into State prisons. Two States have already picked up on the apprenticeship idea.

In March 1980, wardens and representatives from 29 States attended a conference on apprenticeship programs for women offenders.

Most of the Women's Bureau's 10 regional offices have planned regional training conferences to encourage prison officials to establish nontraditional job apprenticeship programs.

ACTION has 17 VISTA projects that help with prisoner/offender and victim/witness assistance, law reform, legal rights and comprehensive legal service.

Older Women

The Federal and State governments, public and private women's organizations and social welfare groups should support efforts to provide social and health services that will enable the older woman to live with dignity and security. These services should include but not be limited to:

- Innovative housing which creates as nearly as possible an environment that affords security and comfort.
- Home health and social services, including visiting nurse services, homemaker services, meals-on-wheels and other protective services that will offer older women alternatives to institutional care, keeping them in familiar surroundings as long as possible.
- Preventive as well as remedial health care services.
- Public transportation in both urban and rural areas for otherwise housebound women.
- Continuing education in order to insure that the older woman will be an informed and intelligent user of the power which will be hers by virtue of the increase of her numbers.
- Immediate inclusion of geriatric education in the curriculum and training of all medical personnel in order that the elderly will

receive optimum medical attention. This applies particularly to nursing home staff.

- Bilingual and bicultural programs, including health services, recreation and other programs to support elderly women of limited English-speaking ability.
- Elimination of present inequities in social security benefits.
- Recognition of the economic value of homemaking in social security benefits.
- Passage of the Displaced Homemakers bill.
- Expansion of coverage for medical and health care costs.
- Older women should be included as active participants in all kinds of policy-making positions at every level of government.
- The image of the older woman is changing and there should be wide publicity focused on this. The effective use of the media is essential to furnishing information to the older woman so as to insure her informed participation in the decision-making process which continuously affects the quality of her life and the life of her community.
- Mandatory retirement shall be phased out.

The Age Discrimination in Employment Act amendments eliminate a mandatory retirement age for Federal jobs and raise the mandatory retirement age from 65 to 70 for most other workers. Since women live an average of 7.7 years longer than men, this is particularly important to older women who wish to continue working.

Amendments to the Social Security Act eliminated the "widow's penalty," which means that widows who remarry will not receive reduced benefits. Under the new law, they are allowed to retain their benefits as widows after remarriage, provided they remarry after age 60. The amendments reduced the number of years of marriage (from 20 to 10) necessary for a divorced woman to be eligible for Social Security benefits based on her husband's earnings.

The Department of Housing and Urban Development is offering seminars across the country for house buying. HUD is also studying the housing credit needs of displaced homemakers.

Department of Labor

Comprehensive Employment and Training Act (CETA) amendments designated older workers and displaced homemakers for emphasis, and the Women's Bureau plans projects to assist them.

In 1979, the **Women's Bureau** published a booklet on how to use Department of Labor and Health, Education and Welfare resources for displaced homemaker services.

Reproductive Freedom

We support the U.S. Supreme Court decisions which guarantee reproductive freedom to women.

We urge all branches of Federal, State and local governments to give the highest priority to complying with these Supreme Court decisions and to making available all methods of family planning to women unable to take advantage of private facilities.

We oppose the exclusion of abortion or childbirth and pregnancy-related care from Federal, State or local funding of medical services or from privately financed medical services.

We urge organizations concerned with improving the status of women to monitor how government complies with these principles.

We oppose involuntary sterilization and urge strict compliance by all doctors, medical and family planning facilities with the Dept. of Health, Education & Welfare's minimum April 1974 regulations requiring that consent to sterilization be truly voluntary, informed and competent. Spousal consent should not be a requirement upon which sterilization procedures are contingent. If the patient does not speak English, appropriate staff must be found to explain the procedures and HEW regulations in the primary language of the patient.

Particular attention should be paid at all levels of government to providing confidential family-planning services for teen-agers, education in responsible sexuality, and reform of laws discriminating against unwed parents and their children.

Programs in sex education should be provided in all schools, including elementary schools.

Federal, State and local governing bodies should take whatever steps are necessary to remove existing barriers to family planning services for all teen-agers who request them.

Each school system should assist teen-age parents with programs including child care arrangements that will encourage them to remain in school, provide educational and vocational training leading to economic independence, and teach prenatal health and parenting skills.

Department of Health and Human Services

In the past 4 years, funding for the **Community Health Center Program** increased from $219 million in 1977 to a planned $374 million in FY 1981. The program emphasizes primary health care services with particular attention to family planning.

Title X of the Public Health Services Act is the major source of family planning research and services funding. In 1981, four million women (1.4 million adolescents) will be served by the program. In 1976, the family planning budget was $94.5 million. The budget request for 1981 is $162 million. A recent amendment to Title X extends family planning research funds for 3 years. It establishes an advisory committee to review educational materials on family planning before distribution.

The Adolescent Pregnancy and Preventions Services project ensures that pregnant adolescents and adolescent parents receive adequate medical, social, educational and other services, including family planning, to help them lead productive and independent lives.

Rural Women

The President and Congress should establish a Federal rural education policy designed to meet the special problems of isolation, poverty and underemployment that characterize much of rural America. Such a policy must be consciously planned to overcome the inequality of opportunities available to rural women and girls.

The Office of Management and Budget should set and enforce a policy that data collected on beneficiaries of all Federal programs shall be reported by sex, by minority status, and by urban/rural or metropolitan/non-metropolitan areas, based on a standard definition.

Data on employment of women and public programs on behalf of working women should include in their definitions farm wives and widows who perform the many tasks essential to the farm operation.

A farm wife should have the same ownership rights as her spouse under State inheritance and

Federal estate laws. Tax law should recognize that the labor of a farm wife gives her an equitable interest in the property.

The President should appoint a joint committee from the Departments of Labor, Agriculture, and Justice to investigate the Louisiana sugar plantations system's violations of human rights, especially of women. This commission should also investigate conditions of other seasonal and migratory workers in all States and Territories of the United States.

All programs developed on behalf of rural women should be certain to include migrant, Black, Native American, Alaskan, Asian, and Hispanic women and all isolated minorities, and affirmative action programs should be extended to include all disenfranchised groups.

Changes in Federal estate taxes over the past 3 years have benefited farm widows who share in the operation of the farm by allowing them to exclude as much as half the value of a farm from the estate of a deceased spouse when estate taxes are calculated.

The Department of Agriculture

Positions are being identified for which farm women may be eligible. These may include appointments to policymaking positions or advisory committees.

The status and needs of farm women as they interact with their communities and the Department are being studied.

The Farmers Home Administration had a FY 1980 target of at least $50 million for rural women's projects.

The Department of Housing and Urban Development and **ACTION** gave money to Rural American Women, Inc. to set up a conference for southeastern rural women. About 200 rural women shared problems, exchanged information on successful projects and organized as a united front for influencing public policy affecting rural areas. Rural American Women held similar leadership conferences in other regions, jointly sponsored by the Departments of Labor, Commerce, and Agriculture, and the Environmental Protection Administration.

The Department of Labor, through the **Women's Bureau,** has awarded nearly $600,000 to four projects that benefit rural women: (1) the Appalachian Women's project provides employment information for rural women in Kentucky, West Virginia and Virginia; (2) the Coal Employment Project trains and places women in coal mines in Tennessee; (3) the Women's Opportunity Program established recruitment, counseling and referral for rural Black women in Mississippi; and (4) the YWCA established similar programs for rural women in Ohio.

The Department of Transportation distributed $75 million among 55 States and territories for the improvement of public transportation in rural areas. Rural transportation programs employ large numbers of women as drivers and managers.

ACTION, in FY 1979, awarded seven grants for rural projects including two predominantly minority women's groups and a grant to a West Virginia organization to compile, publish, and distribute a business/consumer telephone directory for West Virginia women.

The Community Services Administration awarded $15,000 to Rural American Women, Inc. to survey the needs of low-income rural women in Kentucky.

Rape

Federal, State and local governments should revise their criminal codes and case law dealing with rape and related offenses to:

- Provide for graduated degrees of the crime with graduated penalties depending on the amount of force or coercion occurring with the activity.
- Apply to assault by or upon both sexes, including spouses as victims.
- Include all types of sexual assault against adults, including oral and anal contact and use of objects.
- Enlarge beyond traditional common law concepts the circumstances under which the act will be considered to have occurred without the victim's consent.
- Specify that the past sexual conduct of the victim cannot be introduced into evidence.
- Require no more corroborative evidence than is required in the prosecution of any other type of violent assault.
- Prohibit the Hale instruction* where it has been required by law or is customary.

**Some states require judges to instruct the jury as prescribed by a 17th Century jurist, Lord Chief Justice Matthew Hale: "Rape is an accusation easily to be made and hard to be proved, and harder to be defended by the party accused, tho ever so innocent."*

Local task forces to review and reform rape law and practices of police, prosecutors, and medical personnel should be established where they do not now exist. Such task forces should also mobilize public support for change. Rape crisis centers should be established (with Federal and State funding) for the support of victims and the confidentiality of their records should be assured. Bilingual and bicultural information resources should be made available where necessary.

Federal and State funds should be appropriated for educational programs in the public school system and the community, including rape prevention and self-defense programs.

The National Center for the Prevention and Control of Rape within the National Institute of Mental Health should be given permanent funding for operational costs, for staff positions, research and demonstration programs and for a clearinghouse on sexual assault information and educational material with regard to prevention, treatment of victims and rehabilitation of offenders. In addition, rape centers should be consulted by NIMH in the setting of priorities and allocation of funds. The National Center should be continued in order to insure community involvement and the composition of the committee should be reviewed to assure minority representation and a majority of women.

State legislatures should expand existing victim compensation for the cost of medical, surgical, and hospital expenses; evidentiary examinations; counseling; emergency funds for housing, etc., and compensation for pregnancy and pain and suffering.

The Privacy Protection for Rape Victims Act is now law. It makes evidence of the rape victim's past behavior inadmissible in a Federal trial. The Act also gives grants to State, local and other nonprofit agencies to provide medical and legal help to victims of rape.

Department of Health and Human Services

The National Center for the Prevention and Control of Rape reviews State criminal codes dealing with sexual offenses and refers interested legislators to persons in States where the codes are exemplary; assists community mental health centers in funding rape crisis centers; has funded a study on sexual assault in Black and Hispanic communities.

The Center also provides training materials for those involved in the prevention and control of rape; disseminates materials and research findings; and has put out two publications: *Rape and Older Women: A Guide to Prevention* and *National Directory* and *Rape Prevention and Treatment Resources* which help people locate services in their communities. The staff also helps groups interested in establishing rape crisis centers, and has produced a multimedia package of films and printed materials for teenagers, titled "Acquaintance Rape Prevention."

An **ACTION** task force developed guidelines for overseas staff to follow in the event of an assault on a Peace Corps volunteer. They focus on six areas: (1) administrative; (2) medical; (3) legal/police; (4) emotional support; (5) staff selection/training and (6) preventive education.

The Community Services Administration funded the Baltimore County (Md.) Sexual Assault and Domestic Violence Center to provide a 24-hour hot-line, rape prevention information and counseling to victims of sexual assault.

Sexual Preference

Congress, State, and local legislatures should enact legislation to eliminate discrimination on the basis of sexual and affectional preference in areas including, but not limited to, employment, housing, public accommodations, credit, public facilities, government funding, and the military.

State legislatures should reform their penal codes or repeal State laws that restrict private sexual behavior between consenting adults.

State legislatures should enact legislation that would prohibit consideration of sexual or affectional orientation as a factor in any judicial determination of child custody or visitation rights. Rather, child custody cases should be evaluated solely on the merits of which party is the better parent, without regard to that person's sexual and affectional orientation.

The Department of Labor Comprehensive Employment and Training Act (CETA) program has provided funds for workers in gay organizations.

The Bureau of Prisons is working on a policy that will allow nonpornographic gay literature to reach prisoners. It also has proposed a pilot program to admit gay ministers into the prisons.

The Immigration and Naturalization Service has changed its policy of not admitting persons into the United States based on their sexual preference. The Service no longer questions or submits an alien to inspection to determine sexual preference unless the alien makes an unsolicited, unambiguous admission of homosexuality. Bills have been introduced in both the House and Senate to repeal that portion of the Immigration and Nationality Act which excludes homosexual aliens from entry into the United States.

The Internal Revenue Service has granted tax exempt and tax deductible status to gay organizations.

The Office of Personnel Management has issued a directive which holds Federal agency heads and personnel officers responsible for prevention of discrimination as well as compliance and

enforcement, as mandated by the Civil Service Reform Act, which prohibits discrimination on non-job related grounds such as sexual orientation. The directive also orders that applicants be credited with work experience for gay community efforts, such as working at a local community center, in determining their starting position and salary.

Statistics

The Office of Management and Budget should require all departments and agencies to collect, tabulate, and analyze data relating to persons on the basis of sex in order to assess the impact of their programs on women.

The U.S. Census Bureau should aggressively pursue its efforts to reduce the undercounts of minority Americans, including Blacks, Hispanic Americans, Asian Americans, and American Indians. The Department of Health and Human Services should continue its efforts to implement the usage of special group identifiers in all vital statistics recordkeeping. These statistics should be recorded and reported by sex and subgroup.

The Bureau of the Census of the **Department of Commerce,** for the first time, surveyed women who are separated and divorced to see how much alimony and child support they were receiving. A publication on the subject, *Divorce, Alimony and Child Support,* was issued in 1979. A more detailed survey will be published before the end of 1980.

In 1979, the **Office of Management and Budget** issued interim guidelines allowing collection of data on sex, race, ethnic background and age of individuals applying for benefits under Federal programs. Prior to that, agencies were prohibited from collecting such information on the ground of preventing discrimination. However, the absence of data made it impossible to to see how minorities and women were being served by Federal programs.

Women, Welfare and Poverty

The Federal and State governments should assume a role in focusing on welfare and poverty as major women's issues. All welfare reform proposals should be examined specifically for their impact on women. Inequality of opportunity for women must be recognized as a primary factor contributing to the growth of welfare rolls.

Women in poverty, whether young or old, want to be part of the mainstream of American life. Poverty is a major barrier to equality for women. Millions of women who depend on income transfer programs or low paying jobs for their basic life support may be subject to the multiple oppression of sexism, racism, poverty, and they are often old or disabled.

Many other women, because of discriminatory employment practices, social security laws, differential education of men and women, and lack of adequate child care are just one steps away from poverty. Consequently, the

elimination of poverty must be a priority of all those working for equal rights for women.

Along with major improvements in the welfare system, elimination of poverty for women must include improvements in social security and retirement systems, universal minimum wage, non-traditional job opportunities, quality child care, comprehensive health insurance, and comprehensive legal services. A concerted effort must be made to educate the public about the realities of welfare, the plight of the blind, the aged, the disabled, single-parent families and other low income women.

We support increased Federal funding for income transfer programs (e.g. Social Security, SSI, AFDC). Congress should approve a Federal floor under payments to provide an adequate standard of living based on each State's cost of living for all those in need. And, just as with other workers, homemakers receiving income transfer payments should be afforded the dignity of having that payment called a wage, not welfare.

We oppose the Carter Administration proposal for welfare reform (HR 9030), which among other things eliminates food stamps, threatens to eliminate CETA training and CETA jobs paying more than minimum wage, and does not guarantee adequate day care, and we oppose proposals for "workfare" where welfare mothers would be forced to "work off" their grants which is work without wage, without fringe benefits or bargaining rights, and without dignity. HR 9030 further requires those individuals and families without income to wait weeks or even months before even the inadequate grant is available.

We strongly support a welfare reform program developed from on-going consultation with persons who will be impacted.

This program should 1) be consistent with the National Academy of Sciences recommendation that no individual or family living standard should be lower than half the median family income level for substantial periods (after taxes) and this income should not fall below the government defined poverty level of family income even for shorter periods; 2) help sustain the family unit; and 3) insure that women on welfare and other low income women who choose to work not be forced into jobs paying less than the prevailing wage.

In order to improve the status of women, the following actions should be taken:

a. To insure that welfare and other poor are not discriminated against as an economic class, affirmative action guidelines should be drawn up to provide that all employers who are recipients of Federal and/or State contract monies be required to show that they are hiring recipients.

b. There should be targeting of funds by local CETA advisory boards for the placement and training of women in non-traditional higher paying jobs, consistent with the original mandate.

c. The Department of Labor should make a study of jobs and wages based on a standard of comparable worth, and speedily move the implementation of that study in all government positions.

d. Unions should devote additional energy to the organization of women to upgrade pay and working conditions for women in traditional employment.

Quality child care should be a mandated Title XX service, available to all families on an ability to pay basis throughout training, education, job search and employment.

Congress should encourage education of women by insuring that Federal and other education grants do not reduce an individual's or family's eligibility for public assistance in AFDC or any other program.

Comprehensive support services and social services must be provided and adequately funded.

The Department of Agriculture

The food stamp program has been revised to eliminate the purchase requirement so that needy people now receive their stamps without spending limited cash.

The Women, Infants and Children (WIC) Supplemental Food Program provides more than a million mothers and infants with nutritious food high in protein, iron, calcium, vitamin A and vitamin C.

The Department of Health and Human Services

The Office for Civil Rights and the **Social Security Administration** have implemented a plan to carry out a policy to make civil rights an essential and integral part of every HHS program. The plan provides a general outline of responsibilities and indicates specific activities the Social Security Administration will undertake during FY 1980 to implement civil rights initiatives.

The Department (HHS), through the Office of Family Assistance, identified discriminatory features in the authorizing statute of the Aid to Families program with the necessary legislative proposals to remove the discriminatory features. In addition, HHS has monitored legislative changes and examined the Social Welfare Reform Amendments of 1979 for their impact on women.

The 1979 Advisory Council on Social Security released a report on "Social Security Financing and Benefits." The Council reviewed all aspects of the Social Security program with particular attention to five major areas, one of which was the treatment of women and families.

The Department of Labor

The Comprehensive Employment and Training Act (CETA) improves the economic status of low-income women. Among the provisions are: (1) elimination of sex stereotypes in training, employment and job placement; (2) increased emphasis on nontraditional jobs, including apprenticeship programs to give low-income women training in occupations which pay more; and (3) employment and training tailored to meet special needs (child care facilities, flexible hours, work-sharing, and part-time employment).

The Employment and Training Administration funded four experimental efforts to test new approaches to help Aid to Families with Dependent Children (AFDC) recipients obtain the skills that will move them off welfare into unsubsidized jobs.

The Community Services Administration formed a Women's Policy Task Force to discuss recommendations and plans for FY 1981 to specifically address the needs of low-income women as a "target" population for special research and demonstration projects in areas of employment, housing and credit.

The National Supported Work Demonstration Project, funded by six Federal agencies and the Ford Foundation, works to help welfare mothers develop skills necessary for employment through the concept of "supported work." The program offers skill training in a highly structured environment where special attention is given to developing self-confidence, good work habits, and favorable attitudes.

Additional relevant initiatives appear under other sections.

Appendix D

PUBLIC AGENDA FOUNDATION STUDY

"Today's American Woman: How the Public Sees Her"

Principal Investigators:
Daniel Yankelovich
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From a lengthy study prepared for the President's Advisory Committee for Women by the Public Agenda Foundation, we have summarized the following analysis of specific issues. The entire report, composed largely of tables presenting the public's response to questions in percentages, is available from the Women's Bureau, Department of Labor, Washington, D.C. 20210. All of the materials used in the report were gathered (fall 1980) from already existing studies carried out by the major public opinion research firms around the country. No new research was commissioned for this report. A description of the methodology can be found at the end of this summary.

Work and Income Security

In the Workplace

- There was a growing belief throughout the 1970's decade that women should play an equal role with men in the workplace and should share the responsibility for earning the family's living. And there was a growing rejection of the idea that something in women's nature makes them prefer home-making as a role, and a growing acceptance of the idea that this was something that our society, not nature, inculcates in women . . .
- By the end of the decade, a majority of working women (54%) said that they were working primarily to support themselves or their families.
- There appears to be some lessening of the traditional work stereotypes for women. In 1976, when forced to make a choice between a man or woman in certain professions, the public still relegated women to being nurses, secretaries, elementary school teachers, hair-dressers and sales clerks. In 1980, however,

they are more inclined to feel that it makes no difference who is the mayor of their community, a lawyer, a doctor, or even their own boss.

- In the public's mind, women still have some definite hurdles to overcome in the business world. The public feels that, compared to men, women clearly have an uphill fight in the workplace. During the early 1970's, there was a growing feeling that discrimination, not inferior ability or capability, was keeping women out of the top jobs in the country, and by the mid-1970's, the public split evenly over whether or not women have equal job opportunities with men. In 1980, they feel that women have equal opportunities only when it comes to taking on responsibility. If it is a question of salary, promotion, and especially becoming an executive, they are less sure.
- When it comes to specific types of positions and their availability to women, the public feels (and more so since the early 1970's) that women are discriminated against in getting top jobs in the professions and executive positions in business.
- In terms of what specifically the public would like to see business do for women, part-time jobs, flexible work schedules, and more appointments to corporate boards top the list.
- And the public strongly supports as well the idea of setting up more day care centers, just as they supported the resolution of the Houston Women's Conference calling for more Federal assistance for them.
- A growing number of Americans are also looking to business to provide day care facilities.

Within the Home

- On the home front, the nature of homemaking appears to be changing with husbands and wives sharing more and more of the household chores.
- At the same time, there also appears to be a growing appreciation and respect among the public for what homemakers do, and a growing recognition that they have a right to their own separate lives. Since the early 1970's virtually all Americans have come to feel that bringing up children properly "takes as much intelligence and drive as holding a top position in business or government."
- The changes occurring in the homemaking role are probably greatest for the working woman, and the public shows a tolerance for the change: roughly half (48%) in the late 1970's said that they no longer believe that a working woman must also bear responsibility for the house.
- How do husbands feel about their working wives? They approve, and overwhelming numbers do not say that they would be happier if their spouses stayed home. No doubt, economic necessity is a strong factor in their approval, but the acceptance of working wives appears to be an idea whose time has come.
- One final area where the trend toward sharing appears to have gotten stronger is financial decision-making in the family. This has always been an area where women have had a great deal of authority, since it is they who run the household. But the husband has traditionally had the final say in important decisions. By the late 1970's, the public rejected this idea and behavior patterns indicate that couples were as likely to share these decisions as to leave them up to the husband.

Women in the Military

- The public clearly has mixed feelings about women in the military and their feelings become more and more ambivalent the closer women get to actual combat situations. They strongly support—by roughly a three-quarters majority—*registration* for the draft. However, while large numbers (83%) agree that young men should be registered, much smaller numbers, though still a majority (55%), want to see women registered.
- Support for an *outright* return to the draft right now is lower than support for registration for the draft, although pro-draft sentiment has grown from less than majority proportions over the last several years. But they are divided almost evenly *pro* and *con* over whether women should be drafted—although feeling appears to be moving in the direction of participation.
- On the question of women in combat roles, however, the public takes a firm stand:

even those who feel women should be drafted do not want to see them in combat roles. Interestingly, however, most feel that women probably will be drafted into combat units by the end of the century.

Job Opportunities for Homosexuals

- The public recognizes the uphill fight that homosexuals face in the job market: a majority feel that they are discriminated against more than most other people. And the public does support equal rights for homosexuals, both in terms of job opportunities and in housing. However, this support for laws outlawing job discrimination against homosexuals is lower than their support for any other group: while more than half support such anti-discrimination laws for homosexuals, close to three-quarters expressed support for other groups asked about.

Retirement and Retirement Income

- The right to work is one which the public grants not just to young women but to older women as well. Forced retirement is clearly an idea that runs counter to Americans' sense of fairness and goes against their feeling that a person should be judged on the basis of his or her own capabilities, rather than by some objective criterion such as race, sex, or age. In the late 1970's Americans clearly rejected the trend toward younger and younger forced retirement and supported raising the retirement age.
- Where do Americans want their retirement income to come from? During the 1970's, sentiment shifted markedly away from primary dependence on themselves toward more dependence on business and government. At the same time, they expressed increasing concern about whether their retirement income would be adequate, with those who feel it will "just cover living costs" or "won't be enough to live on" increasingly outnumbering those who feel it will enable them to live comfortably.

Social Security

- Given their growing uneasiness about the inadequacy of their retirement incomes, it is not surprising that Americans strongly oppose any cuts in Social Security payments or any move to raise the age for eligibility. Most Americans are clearly counting on Social Security to provide for much of their income security in their old age, for a majority (53%) feel that, by itself, Social Security should provide enough for an adequate standard of living. But the public seems to realize that this may be an unrealizable dream, for their pessimism about the Social Security system increased markedly throughout the late 1970's.
- From 63% who had confidence in the system in 1975, those with confidence dropped to 39% in 1978. Those with no confidence rose from 37% in 1975 to 60% in 1978.

Education

Higher Education

- The vast majority (89%) do not feel that women are discriminated against in getting a college education, and a growing majority (63%, up from 53% in 1972) do not feel that women have any problems in getting into graduate and professional schools.

Vocational Training

- Vocational training appears to be an area where the public is willing to see women get some special treatment: 7 out of every 10 (71%) support business setting up special training especially for women and minorities.

Sex Roles

- Certainly a critical part of any child's education is the way that he or she is raised and the preconception parents have of what girls and boys should be like.
- The trend in child raising, as reflected in public attitudes, appears to be more and more toward treating boys and girls alike. More than half (59%) say they would welcome more emphasis on this, and only slim majorities of parents still feel that boys and girls should be raised differently—according to different rules.

Sports

- In sports as well, there appears to be a blurring of the sexes. Only a third of parents feel that it's more important for boys to be good at sports than girls, and only when it comes to football is there virtually no support for mixed teams. Indeed, a majority

support the idea of mixed teams for softball, track and field, swimming and diving, and tennis, while a third support the idea for basketball and baseball.

- This trend toward equality is not, however, without its costs. Two-thirds of the public this year agree that, by the year 2000, it is likely that children will have more identity and adjustment problems because of the decline of traditional male and female roles in our society.

Parenting

- The new sharing arrangement between husbands and wives also extends to parenting. Those who feel either sex should have the responsibility for caring for small children have grown from 33% to 56% over the last 10 years. A majority also feel that the father should take as much responsibility as the mother for the health of the children.
- How to be a parent and how to deal with certain difficult problems with children are areas where the public appears to be very receptive to outside help. In the late 1970's, nearly 8 out of every 10 Americans said that they felt courses for parents in how to help their children in school would be a good idea, and a majority were willing to pay additional taxes to pay for such a program.
- The needs of parents—and their willingness to get outside help—do not stop with school-related questions. Drug usage, smoking, discipline and nutrition are just a few of the many topics that parents would welcome advice and professional help with. This whole area of parenting is one which all the public opinion data point to as only becoming more difficult, and one where parents are going to need more—not less—help.

Human Services

Adolescent Pregnancy

- The issue of teenage pregnancy—its causes and what should be done to help prevent it—is one about which the public has very strong opinions.
- Sex is clearly a subject that has come out of the closet. A majority of American family members welcome more openness about teenage pregnancy, and large majorities of parents feel that sex and birth control should be discussed with teenage children.
- What do parents see as the major cause of teenage pregnancies? Most feel that outside influences, such as peer pressure and the media, rather than their own permissiveness, are the main reason.
- There is strong support among the public for making birth control information available to teenagers, but parents feel that their teenagers should learn about it from them.
- The public strongly supports the idea of sex education in the public schools, support that has grown since the mid-1960's, and a majority approve of such classes discussing birth control. The idea of sex education on television and illustrated books on sex are also gaining more and more support.
- One area, however, where the public appears to be more ambivalent is whether or not birth control devices should be made available to teenagers. A majority (56%) do favor this, but a third (35%) are opposed. Clearly, teenagers knowing about birth control is one issue for the public, whereas teenagers having birth control devices is a somewhat different matter.

Battered Women and Children

- The public overwhelmingly supported the resolution of the National Women's Conference in Houston calling for stricter enforcement of laws punishing husbands for wife abuse.
- Child abuse is another topic that has come out of the closet with the public: 86% of family members say that they welcome more openness about it, and two-thirds (63%) consider it a serious personal emotional weakness.

Rape

- The public does not go along with the idea that women today, by virtue of the way they dress and act, provoke rape. A large majority (71%) rejected the controversial court decisions in Wisconsin and California in 1977, where rapists were freed on this argument. They do admit the possibility that some women may call a situation rape when it indeed is not, but they generally feel that rape is a violent crime committed by perverted and sick men which cannot

be justified by suggesting that the behavior of women in the media in any way justifies men's behavior in rapes or that in many rapes women led men on in the first place. In the public's mind, rape clearly falls into the same category as any other violent crime against an individual.

Help for the Disabled and Poor

- In principle, the public opposes any cutbacks in Federal spending on help for the handicapped, poor, or the elderly. However, when it comes to setting priorities, help for these groups comes relatively low on the public's list of problems that they feel the government should do something about. Fighting inflation, maintaining our military strength, relief for taxpayers, and cutting Federal spending come ahead of helping these groups. This growing desire of the public to balance the Federal budget and get some tax relief does not bode well for welfare.
- Evidence of the public's relatively unsympathetic feelings toward welfare is the fact that large majorities support requiring all able-bodied mothers on welfare to report to State employment agencies and take any work available (full or part-time, depending on the age of their children).

Health

Abortion

- The abortion issue is a complicated one with the public and feelings differ when the issue is approached on different levels.
- On the most fundamental level of whether or not a woman has the right to an abortion if she wants one, the public is pro-abortion and they oppose an amendment to the Constitution prohibiting abortions or the repeal of laws making abortions legal.
- The length of pregnancy, however, appears to be very much a qualifying factor in the public's minds. In July 1980, 60% felt that, during the first three months of pregnancy, it should be left up to the woman and her doctor to decide. At later points in the pregnancy, the one circumstance in which the public supports abortion is when the mother's life is in danger.
- The right-to-life arguments do not appear to carry strong weight with the public. They split almost evenly over whether or not "an abortion is equivalent to murder because a fetus's life has been eliminated," and they disagree that "the life of a baby is as important as the life of a mother."

Reproductive Freedom

- The basically supportive attitude of the public toward abortion is only one manifestation of their support for the right of individuals to choose whether or not they want to have children. On the question of birth control: large majorities have shown support throughout the last decade.

Children in Marriage

- The trend toward smaller families is one that is definitely reflected in public opinion data. Compared to 1936, when only 29% of the public felt that two children was the ideal number, 51% feel that way today. Furthermore, the trend toward smaller families is one that the public expects to continue through the next 10 years. Economic reasons and changing lifestyles certainly are important factors in this trend, but the new focus on the individual is also an important factor.
- The option of a marriage without children is one that the public finds completely acceptable. Most feel that it is possible to have a happy marriage without children, and they disagree that a couple who decides not to have children is basically selfish.

Children Outside of Marriage

- The public appears to find the right of the individual *not to* have children an easier one to deal with than the right *to have* children, especially if the parent or parents are unmarried.
- If an unmarried couple decides to have a child, the public does not feel that they should get married just for the sake of the child, but they also have problems with the whole idea of their having the child in the first place. They do not feel that having children out of wedlock should be made legal (although there is growing support for this) and they do feel that having a child out of wedlock is morally wrong.

- On the issue of single women having children, while the public is moving in the direction of acceptance, a majority are against it. Single parents are more supportive of single mothers than married parents. Whether or not the mother can support the child on her own appears to be an important factor in whether or not the public feels she should be criticized or not. Adoption of children by single parents, however, is a very different issue with the public: they support it.

Attitudes Toward Divorce

- Divorce is clearly an option for married couples that is accepted by the public. From the early 1970's up to today, a majority have favored divorce as a solution to unhappy marriages, and there has been increased support for making divorces easier to get (although a plurality in 1978 still felt they should be harder to get). There is no feeling that couples should stay together for the sake of the children, in fact most feel the children are better off if the parents separate. Their acceptance of divorce does not mean that the public necessarily feels positive about it: most feel that divorces are due more to couples not trying hard enough than to outside pressure, and they feel the institution of marriage is weaker than it was 10 years ago. Just as the public is moving toward equal responsibilities for the sexes when a marriage is still intact, they also support equal responsibilities in divorce.

The Role of the Government in Health Care and National Health Insurance

- Health care is still an area that the public feels belongs primarily to the individual, or the family, and not to the government. And when asked how they would like to see government health dollars spent, they opt for scientific research into the causes of illness rather than providing better medical care and services.
- When pressed about health responsibility in certain specific situations, however, Americans grant a great deal of responsibility to the government. Senior citizens' health care and product safety are the two areas that clearly fall under the government's aegis, according to the public, and they feel the government should share responsibility with the parents of minority children for their health care. One in 5 also feels that it should carry major responsibility for workers' health care, but prenatal care for pregnant women is an individual responsibility.
- Americans support such a policy of national health insurance in principle—with those who benefit most from it (the elderly and minorities) being especially positive. A comprehensive national health insurance program paid for by Federal taxes or one that would be supported by business, the individual and the government, each receive as much or more support than the present system of private insurance plus Medicare and Medicaid. There appears to be a growing discontent with the present system, and the public seems willing to give alternative solutions a hearing.

Women and Public Life

Elective and Appointive Office

- The idea of women in public office is one which finds strong support with the public. In 1977, a majority supported the resolution of the National Women's Conference in Houston calling for more women to be elected to public office, and today, more than half feel that women are still discriminated against in obtaining top jobs in government.
- The public no longer believes in the dictum that "women should take care of running their homes and leave running the country up to men," or that men are "emotionally better suited" to politics than women.
- In contrast to the late 1930's, when a majority of Americans said that they would *not* vote for a qualified woman for President if their party nominated her, more than three-quarters today say they would. However, they do not feel that the country is ready yet to elect a female President: most do not feel it will happen by the end of the century (although they do feel that the country could elect a woman Vice-President).

- How good a job do they feel women would do in running the country? Most, in the late 1970's, felt the country would be governed at least as well or better.

Women and the Law

The Equal Rights Amendment

- The Equal Rights Amendment is clearly a difficult issue for the American public. While Americans are currently more for than against it, only a slight majority support it (between 50% and 56%, depending on the survey). And the public is equally divided over the arguments *pro* and *con* that have been presented to them. No strong majorities either agree or disagree with the argument that: women will not be treated equally in their day-to-day lives until they are equal under the law; that the opponents of ERA are the same group who have traditionally opposed progress for less privileged people; that the ERA will put an end to many of the laws that have benefited women over the years; or that ERA supporters are mainly "women libbers" who want to change the traditional role of women. All of these arguments split the public down the middle and point up the dilemma of ERA.

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Methodology for the Public Opinion Analysis

In order to weave a coherent analysis out of such a diverse body of data, the researchers felt that some common criteria had to be established for the selection of the data. The critical common denominator for all the data is the sample universe: unless otherwise noted, the samples are projectable to the adult general public (18 years of age or older). Certainly the many existing studies of the attitudes of elite subgroups are valuable and, in the proper instance, can shed considerable light on any issue. The purpose of this analysis, however, was to focus on the attitudes of the American people at large. Therefore, studies of a more limited universe were not included.

The bulk of the data, including those from the Harris and Gallup organizations, NBC, CBS, and Yankelovich, Skelly and White, were obtained from the library at Yankelovich, Skelly and White, Inc. The remainder were purchased from the Institute for Social Research at the University of Michigan and The Roper Center at the University of Connecticut at Storrs.